

# ACKNOWLEDGEMENT

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EASTERN

F.O.  
371

1948

PALESTINE

FILE No. ....4.....

pp 2999 - 3186  
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68536

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Mar 5-

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Cypher/OTP

FROM NEW YORK TO FOREIGN OFFICE

(From United Kingdom Delegation to United Nations)

No. 755

March 3rd, 1948.

D. 7.30 p.m. March 3rd, 1948.

R. 12.58 a.m. March 4th, 1948.

Repeated to Jerusalem and Washington.

MOST IMMEDIATE

SECRET

LIGHT

GIANT

E 2999

4 MAR 1948

Addressed to Foreign Office No. 755 of March 3rd,  
repeated for information to Jerusalem and Washington.

Palestine.

Following personal for Foreign Secretary from  
Colonial Secretary.

Canada proposed to Security Council at to-day's meeting that the five permanent members should without commitment to the partition plan or to any form of implementation or to any enquiry as yet into whether a threat to peace exists in Palestine, explore with Jews and Arabs the possibility of any accommodation being reached between them. I do not feel that for our prestige and good name we can stand on one side and refuse to help in this effort at conciliation should the Security Council agree that the effort be made though I see no ground for believing that Jews will make any concession and in any case the proposal appears belated and a bit unreal. I have told General McNaughton (who sounded me on our attitude to the Canadian suggestion after the meeting) that, although we have done all we could conceive to reach a settlement I see no real objection to our assisting as a permanent member in this way since nothing can work in Palestine without the co-operation of the two communities. I made it clear that I must consult the Government before we supported the Canadian effort.

2. McNaughton indicated that the present Canadian proposal was to take the General Assembly plan as a starting point for this attempt at conciliation, it being understood that this in no way implied acceptance of the plan or intention to implement it. These proposals may well develop into something wider but it seems to me that in the present situation there might be some advantage in our taking part in any conciliation proposal that may come forward, provided it is clear that such participation involves no change in our attitude towards the General Assembly plan and its implementation and is conditional on both Jews and Arabs agreeing to take part.

3. Security Council will meet again on Friday morning. Grateful for reply in the course of to-morrow.

Please pass Immediate to Jerusalem as my telegram No. 165.

[Copy sent to Colonial Office for repetition  
to Jerusalem]

sssss

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3149 Wt. 25.69/37 100m. 946 (51) F.S.

Registry  
No. E

☒ Top Secret  
☐ Secret  
☐ Confidential  
☐ Restricted  
☐ Open

Draft.

U.N. Delegation  
New York

Telegram.

No. 990

(Date) Mar 4

Repeat to:-

Washington 2557.  
Jerusalem

~~In Claim~~  
~~Code~~  
Cypher.

Distribution:-

World Organs

Copies to:-

Outfile.

# CYPHER<sup>4</sup>

Despatched 7.47 M.

Most Immediate

Secret

Grand

Addressed to U.N. Delegation New  
York 990 4th  
Expected for information to  
Washington and New York. 2557.

Your telegram no. 755 [7 3rd  
March: Palestine]

Following for Colonel Secretary  
from Secretary of State.

I am consulting the Prime  
Minister and other colleagues <sup>(on this difficult question)</sup>. We will  
~~try to~~ do our best to send you an  
answer in time for <sup>the</sup> next  
meeting of the Security Council on  
Friday morning.

#13. 4/3

PUBLIC RECORD OFFICE

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FO 371/68536

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*an file* 5

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Cypher/OTP.

E.

Secret.

WORLD ORGANISATION DISTRIBUTION

FROM FOREIGN OFFICE TO NEW YORK

(To United Kingdom Delegation to United Nations)

No. 990

D. 7.44 p.m. 4th March, 1948.

4th March, 1948.

Repeated to Washington No. 2557  
Jerusalem

MOST IMMEDIATE.

SECRET

GIANT

Addressed to United Kingdom Delegation New York  
telegram No. 990 of 4th March, repeated for information  
to Washington and Jerusalem.

Your telegram No. 755 [of 3rd March: Palestine].

Following for Colonial Secretary from Secretary  
of State.

I am consulting the Prime Minister and other  
colleagues on this difficult question. We will do our  
best to send you an answer in time for the meeting  
of the Security Council on Friday morning.

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PUBLIC RECORD OFFICE					
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Registry  
No.

Top Secret.  
Secret.  
Confidential.  
Restricted.  
Open.

Draft.  
New York.

Telegram.

No. 1001

(Date) March 15

Repeat to:—

Washington  
Jerusalem

*Cypher*  
*En-Clair*  
*Code*  
*Cypher.*

Distribution:—

World Organi-  
sation

Copies to:—

*Comms Dept*

*Reach New York before 2. JB 6*

F.O.

CYPHIER

March 1948

Despatched

MOST IMMEDIATE

SECRET

GIANT

*M. De T. H.*  
Addressed to New York No. 1001 of 5

March. Repeated for information to Washington  
and Jerusalem.

Your telegram No. 755.

Following for Colonial Secretary from  
Secretary of State.

We have read this in conjunction with the  
report of McNaughton's speech as reported in  
your telegram No. 761 and I must say that his  
intentions are not altogether clear to us.  
Does he intend to introduce a new resolution,  
or (as seems more likely from your account  
of his speech) is it his idea that the con-  
sultation he proposes should take place within  
the framework of the Belgian resolution? If  
the latter, we see no alternative but to refuse  
British participation for the reasons contained  
in my telegram No. 920. The Egyptian  
delegate seems to have put the position very  
clearly and his suggestion is eminently  
reasonable.

2. If McNaughton intends to present a new  
proposal, the following considerations arise.  
First, we must be clear that nothing we do  
involves our accepting any obligation after the  
15th May. I must re-emphasise this because  
feeling here is now very strong.

3./

NOTHING TO BE WRITTEN IN THIS MARGIN.

(33054) W.11000/147 100,000 0/47 A. & E. V. Ltd. Gp. 685

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3. Secondly, we note your proposed condition that Arabs and Jews must agree to the suggested procedure. But supposing they do take part and conciliation then breaks down, ~~shall we have~~ <sup>shall</sup> we have committed ourselves to taking part in implementing the proposals which have been put before them. This appears to me to be very tricky ~~and needs~~ <sup>it might be needed</sup> clarification. Alternatively, it is of course possible that this is a method which has been evolved in order to get the United Nations out of the present deadlock and which we ~~could~~ <sup>prefer to</sup> safely encourage.

4. Thirdly, if the mandatory Power is to be consulted (as provided in the Belgian and American resolutions), how can we at the same time act as one of the conciliators? ~~Personally, I would~~ <sup>we</sup> prefer to play the role, which I think is our natural one, of consultant, rather than to have the responsibility of conciliation, especially in view of the fact that all our best efforts at conciliation have failed. If we assume the role of conciliator again, ~~shall we not~~ <sup>we will</sup> create prejudice and invite the accusation that any proposals which may emerge, ~~which might be un-~~ <sup>and</sup> palatable to either side, were the result of a British manoeuvre. We must keep quite clean and free from suspicion on the whole of this matter. This is not a negative attitude. We do not want to be implicated in implementing an unagreed settlement.

5. Fourthly, you should in no case commit yourself until Gromyko has spoken, or we may be landed into a very serious position. Having got the Chinese, the French, the Americans and ourselves, together with/

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NOTHING TO BE WRITTEN IN THIS MARGIN.

FILE 7

with the Canadians, into this position,  
 Gromyko <sup>would</sup> ~~will~~ probably adopt the usual  
 Russian tactic of rejecting the whole thing  
 and would stand for the Assembly resolution.  
 We must stand aside until ~~all~~ the other  
 permanent members have spoken and declared  
 themselves.

6. Fifthly, ~~would it not be possible~~  
 for you, if a new resolution is put forward,  
 to reserve our position until you have had  
 time to refer to us again and to receive  
 further instructions.

*2/13*

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Cypher/OTP

WORLD ORGANISATION DISTRIBUTION

FROM FOREIGN OFFICE TO NEW YORK

(To United Kingdom Delegation to United Nations)

No. 1001.

5th March 1948.

D. 1.45. p.m. 5th March  
1948.

Repeated to Washington No. 2580.  
Jerusalem.

MOST IMMEDIATE

SECRET

GIANT

Addressed to U.K. Delegation New York telegram No. 1001 of 5th March. Repeated for information to Washington and Jerusalem.

Your telegram No. 755.

Following for Colonial Secretary from Secretary of State.

We have read this in conjunction with the report of McNaughton's speech in your telegram No. 761 and I must say that his intentions are not altogether clear to us. Does he intend to introduce a new resolution, or (as seems more likely from your account of his speech) is it his idea that the consultation he proposes should take place within the framework of the Belgian resolution? If the latter, we see no alternative but to refuse British participation for the reasons contained in my telegram No. 920. The Egyptian delegate seems to have put the position very clearly and his suggestion is eminently reasonable.

2. If McNaughton intends to present a new proposal, the following considerations arise. First, we must be clear that nothing we do involves our accepting any obligation after the 15th May. I must re-emphasise this because feeling here is now very strong.

3. Secondly, we note your proposed condition that Arabs and Jews must agree to the suggested procedure. But supposing they do take part and conciliation then

/breaks down, we shall

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-2-

breaks down, we shall have committed ourselves to taking part in implementing the proposals which have been put before them. This is very tricky and must be avoided.

4. Thirdly, if the mandatory Power is to be consulted (as provided in the Belgian and American resolutions), how can we at the same time act as one of the conciliators? We prefer to play the role, which I think is our natural one, of consultant, rather than to have the responsibility of conciliation, especially in view of the fact that all our best efforts at conciliation have failed. If we assume the role of conciliator again, we shall create prejudice and invite the accusation that any proposals which may emerge, and which might be unpalatable to either side, were the result of a British manoeuvre. We must keep quite clean and free from suspicion on the whole of this matter. This is not a negative attitude. We do not want to be implicated in implementing an unagreed settlement.

5. Fourthly, you should in no case commit yourself until Gromyko has spoken, or we may be landed into a very serious position. Having got the Chinese, the French, the Americans and ourselves, together with the Canadians, into this position, Gromyko would probably adopt the usual Russian tactic of rejecting the whole thing and would stand for the Assembly resolution. We must stand aside until the other members have spoken and declared themselves.

6. Fifthly, you should, if a new resolution is put forward, reserve our position until you have had time to refer to us again and to receive further instructions.

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OUTWARD TELEGRAM

Cypher/OTP

E.

Top Secret. *(-26/11/48)* P R I S E C

FROM FOREIGN OFFICE TO NEW YORK

(To United Kingdom Delegation to United Nations)

No. 1007

March 5th, 1948.

D. 7.01 p.m. March 5th, 1948.

Repeated to Washington No. 2592.

IMMEDIATE

TOP SECRET

Addressed to New York telegram No. 1007 of March 5th  
repeated for information to Washington.

My telegram No. 1001 [of the 5th March: Palestine].

Following personal for Colonial Secretary from  
Secretary of State.

There is evidence here of growing apprehension among  
the Jews and an increasing readiness to look for some  
compromise which would lift the threat of civil war from  
Palestine. I think similar fears must also be having  
some effect on the Arab attitude.

2. We are studying very carefully the possibility  
that advantage might be taken of this change of mood to  
work for at least an interim settlement after our with-  
drawal, giving time for tempers to cool and for Arabs and  
Jews to realise the advantages of compromise.

3. I do not think the time is ripe for any initiative  
yet, and the slender chance of a peaceful settlement might  
be thrown away if a move were made precipitately. It was  
with this in mind that we sent my telegram under reference.

4. The above is of course for your information only.  
On your return we can go into the matter together.

SSSSS

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5 MAR 1948

Registry Number 1E3004/4/31

TELEGRAM FROM

No.

*Dated*

Received  
in Registry

**Last Paper.**

2999

## References.

(Print.)

(How disposed of.)

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AM

Mar 24<sup>5</sup>

(Action completed.)

(In 30x.)

Next Paper.

302/

30471 F.O.F

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En Clair

DEPARTMENTAL

E 12

FROM NEW YORK TO FOREIGN OFFICE

(From United Kingdom Delegation to the United Nations)

No. 775

D. 6.30 p.m. 4th March, 1948.

4th March, 1948.

R.11.45 p.m. 4th March, 1948

MOST IMMEDIATE

Palestine.

E 3004

If you are sending any comments on my Telegrams Nos 718 and 756 these should if possible reach me by 9.00 a.m. New York time March 5th.



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235

E

E 3021

13

PALESTINE

5 MAR 1948

Registry  
Number E3021/4/31

TELEGRAM FROM

No.

Dated

Received  
in Registry

Municipal Corporation (Standard) Bill  
for giving power to the Council  
to make a Municipal Corporation  
(Standard) Bill.

ADDRESSED TELEGRAM 171

Last Paper.

3004

(Minutes.)

References.

(Print.)

(How disposed of.)

(Action  
completed.)

(Index)

Next Paper.

3027

3027: F.O.P.

PUBLIC RECORD OFFICE

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FILES-3021 | E 14

5 MAR 1948

5 MAR 1948

D. 11.43 a.m. 4th February 1948

R. 4.52 p.m. 4th February 1948

R. 4.52 p.m. 4th February 1948

R. 4.52 p.m. 4th February 1948

R. 4.52 p.m. 4th February 1948

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R. 4.52 p.m. 4th February 1948

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Cypher/OTP

TRUSTEESHIP DISTRIBUTION

FROM NEW YORK TO FOREIGN OFFICE

(From United Kingdom Delegation to the United Nations)

No. 777

D.11.12 p.m. 4th March, 1948.

4th March, 1948.

R. 5.00 a.m. 5th March, 1948.

Repeated to Jerusalem  
Washington Saving

IMMEDIATE  
CONFIDENTIAL  
BUILD

3027

Addressed Foreign Office No. 777 4th March, 1948, for information to Jerusalem and Washington Saving.

Following for Martin, Colonial Office, from Galsworthy.  
Statute for Jerusalem.

Trusteeship Council completed second reading to-day. This morning there was considerable difficulty over Article 20 paragraph 3 (composition of Legislative Council). Trouble began when Philippine representative proposed deletion of provision for sub-division of Arab vote between Moslems and Christians on ground that it would be unfair to Arabs. He asked Garreau to reconsider his position. Garreau repeated that he had only accepted text in our telegram No. 708 as best possible compromise and defended his attitude as one of strict impartiality. Ryckmans defended compromise text pointing out that it would not be unfair to Arabs since proportional representation would operate in Jewish electoral college as well. At this stage Mexican representative urged that whole article be deferred announcing that if it were not he would abstain from voting. Burns, whilst expressing sympathy with Philippine representative, urged against any postponement stating he had accepted the compromise text as best possible one in the circumstances and was prepared to stand by that decision.

2. Gerig also spoke against postponement and in an attempt to meet Philippine objection proposed amendment to the effect that Christian and Moslem Arabs should have separate electoral colleges if, in the opinion of the Governor, such was their desire. Burns and Ryckmans both supported this amendment and it proved impossible to convince Garreau that it did not constitute a radical departure from compromise text. After considerable discussion, Garreau announced with some exasperation that he had accepted a compromise and would stand by it but that he was now being asked to accept a compromise to a compromise, that this was quite unreasonable, and that if the text were to be modified he would insist upon a return to pure proportional representation as provided for in the plan.

3. Ryckmans then stated that in his opinion unanimity on the composition of the Legislative Council was essential, that the virtue of the compromise text had been precisely its unanimous acceptance by the Council on the first reading, and that if there were to be any question of dissentient votes or abstentions he saw no alternative to a return to the plan. Lin (China) endorsed Ryckmans statement.

/4. Gerig then

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4. Gerig then stated that in his view, compromise text was fully in accord with principle of proportional representation embodied in the plan. In spite of an appeal by Sayre for Council unanimity there seemed at that stage little chance of agreement. Reid (New Zealand) therefore proposed that an ad hoc committee composed of Belgian, French, Philippine, Mexican and United States representatives should endeavour during lunch interval to reach agreement on this question.

5. This was an excellent idea as when Council reconvened Gerig announced that ad hoc committee had agreed on the original compromise text subject to certain amendments. Revised text of Article 20 prepared by ad hoc committee is contained in my immediately following telegram. Part of the compromise agreement involved deletion of all words after "representation" in paragraph 1 of Article 21 (repeat 21) and substitution of words "in each electoral group". Council then adopted unanimously revised text of Article 20 together with amendment to paragraph 1 of Article 21. (Costa Rica was absent from all to-day's proceedings.)

6. Before Council adopted revised text Lin asked in regard to possibility that representatives of non-Arab and non-Jew residents might be raised to two whether committee had considered Shertok's contention at yesterday's meeting (see paragraph 1(b) of our telegram No. 762). Gerig replied that they had but that none of the committee had accepted this contention.

7. Revised text seems to us an improvement on the earlier compromise text and we consider that in the circumstances we were very fortunate to get it through in this form.

8. Final reading of Statute which will be purely formal is now scheduled for next Tuesday.

9. We are telegraphing separately remaining amendments of substance adopted to-day.

Please pass to Jerusalem as my telegram No. 173.

[Copy sent to Colonial Office for repetition to Jerusalem.]

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E

E 3028

18

PALESTINE

5 MAR 1948

Registry Number E 3028/4/1

TELEGRAM FROM

No.

Dated

Received in Registry

11 K 101

11/11/48

778

11/11/48

3 -

Article for insertion  
for the 11/11/48 (E 3028/4/1)  
document of article 11 of Article  
for insertion.

Last Paper.

3027

References.

(Minutes.)

For difficulties about passing this revised form, which  
is better in the whole, than the original version, see  
E 3027

AB.  
5/3

(Print.)

(How disposed of.)

Matheson 81  
Herman 60 off  
Scherer. 1115  
1111a  
1104  
Glatky  
AM

Mar 6

(Action completed.)

(Index.)

9/11/48

2/12/48

Next Paper.

3032

30471 F.O.P

PUBLIC RECORD OFFICE

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E 3028 19

5 MAR 1948

En clair.

TRUSTEESHIP DISTRIBUTION.

FROM NEW YORK TO FOREIGN OFFICE.

(From United Kingdom Delegation to United Nations)

No. 778.

D. 11.45 p.m. 4th March, 1948.

R. 5.19 a.m. 5th March, 1948.

4th March, 1948.

Repeated to Jerusalem,  
Washington - Saving.

IMMEDIATE.

BUILD.

Addressed to Foreign Office telegram No. 778 of

4th March, repeated for information to Jerusalem and  
Saving to Washington.

My immediately preceding telegram.

Statute for Jerusalem.

Following is text of Article 20.

1. A Legislative Council, consisting of a single chamber, shall have power to legislate, including the power to tax, in accordance with this statute and may deliberate and adopt resolutions, consistent with the provisions of this statute, upon any matters affecting the interests of the city.

2. The Legislative Council shall be composed of citizens or residents of the city, 25 years of age and over, elected in accordance with the provisions of this article and article 21. The Trusteeship Council may determine any special qualifications under which residents who are citizens of another state may be eligible for membership.

3. The Legislative Council, during the first ten years after the entry into force of this statute, unless it is earlier amended, shall consist of forty members. Eighteen of the members shall be elected by the registered Arab residents of the city, eighteen of the members shall be elected by the registered Jewish residents of the city, one or two members, as may be determined by the Governor according to the number registered in this group, shall be elected by the registered residents of the city who are neither Arabs nor Jews, and the remaining members shall be representatives-at-large. Of the eighteen members to be elected by the Arab residents of the city, if in the opinion of the Governor it is desired by the Arab residents of either the Moslem or Christian faith, part shall be elected by the Arab residents of the Moslem faith, and part shall be elected by the Arab residents of the Christian faith, in such proportion as

/the Governor

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Reference:-

**FO 371/68536**

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20

New York (U.K. Delegation) telegram No. 778. to F.O.

- 2 -

the Governor shall determine, on the basis of the number of residents in the city of the Moslem and Christian elements respectively of the Arab population. The representatives-at-large shall be elected by all registered residents of the city from a panel of six residents whom the Governor shall nominate from among those who are not registered in either the Arab or the Jewish group.

4. The proceedings of the Legislative Council shall not be invalidated by reason of a vacancy in its membership.

5. The legislation of the city may make provisions as to disqualifications for election to and membership of the Legislative Council, resulting from loss of legal capacities.

6. As in previous paragraph 4.

Please pass to Jerusalem as my telegram 174.

[Copy sent to Colonial Office Telegraph Section for repetition to Jerusalem]

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En Clair

TRUSTESHIP DISTRIBUTION

FROM NEW YORK TO FOREIGN OFFICE

(From United Kingdom Delegation to United Nations)

No. 779

D. 11.30 p.m. 4th March, 1948

4th March, 1948

R. 5.15 a.m. 5th March, 1948

Repeated to Jerusalem and Saving to Washington.

IMMEDIATE

E 3032

BUILD

Addressed to Foreign Office telegram No. 779 March 4th,  
repeated for information to Jerusalem and Saving to Washington.

Our telegram No. 777. E 277

Statute for Jerusalem.

Following are other principal amendments adopted by  
Trusteeship Council today.

2. Article 22. Paragraph 1. Delete "first meeting  
thereof" substitute "its election, unless earlier dissolved".

3. Article 23. Governors nominee given power to answer  
questions and make statements.

4. Article 24.

(a). Paragraph 1. Trusteeship Council has power to  
revise standing orders.

(b) Paragraph 2. Add: "The legislative Council shall  
elect the chairman on a two thirds majority of its entire  
membership: provided that if the legislative council  
fails to elect a chairman within period prescribed by  
the Governor, he shall appoint the chairman".

(c) New paragraph added enabling Governor at any time  
to prorogue, adjourn or dissolve legislative council.

(d) Paragraph 7. 21 members of legislative Council  
form quorum.

5. Article 27.

(a) Paragraph 1 now reads:

"There shall be established by legislation an independent  
judicial system for the city, including a Supreme court,  
and such subordinate and other courts as may be deemed

appropriate.

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appropriate. Such legislation shall establish the jurisdiction of the courts, and provide for their organisation".

(b) Paragraph 4 of Article 50 of Drafting Committee's draft has been reinserted as paragraph 4.

(c) Paragraph 5 (old paragraph 4). Delete last sentence and substitute: "In the case of any conflict regarding jurisdiction between religious courts or between religious and civil courts the supreme court shall consider the case and decide in which court jurisdiction shall be".

6. Article 28. Paragraph 2. Delete all after "statute" in line 2. Substitute: "such legislation or official action shall be void and of no effect".

7. Article 33. Paragraph added enabling Governor to authorise expenditure in urgent cases.

8. Article 41. Deleted as unnecessary.

9. Many other minor verbal amendments also made, also certain articles rearranged. None appear of consequence.

Foreign Office please pass to Jerusalem as my telegram No.175.

[Copy sent to Colonial Office Telegraph Section for repetition to Jerusalem].

k k k

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239

E

E 3046

24

1843

PALESTINE

5 MAR '948

Registry  
Number

E3046/4/31

FROM

Askey Clarke

No.

Paris

Dated

1.11.48

Received  
in Registry

1.11.48

5 -

Proposal that Jerusalem should be proclaimed  
an open city.

Refer to Wright's letter 21.9.48/4/9. Informing that  
we are not proceeding for the time being with the  
idea of putting forward a proposal that Jerusalem  
should be proclaimed an open city.

Referenced CHAMBER of part of letter. He took note  
and said he interpreted our intention as being to  
continue to maintain strict neutrality in this  
issue.

Last Paper.

3032

(Minutes.)

D. Baepm  
7/3

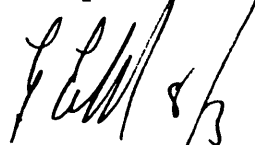
References.

BARB

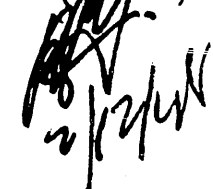
P.3

(Print.)

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completed.)


(Index.)



Next Paper.

704.8

29470 F.O.P.

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British Embassy,

Paris.

1st March, 1948

*Enter*

25

*Secret*

*My dear Michael,*

3046

Many thanks for your letter of the 4th February informing me that we are not proceeding, at least for the time being, with the idea of putting forward a proposal that Jerusalem should be proclaimed an open city.

I informed Chauvel of the gist of your letter today. He took note of this and said he interpreted our intention as being to maintain strict neutrality in this issue. I said that that was my understanding of the position.

*continue to*

*Yours ever,*

*Polley Clarke*

M. R. Wright, Esq., C.M.G.  
Foreign Office,  
S.W.1.

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240

E

E 3048

26

1948

PALESTINE

5 MAR 1948

Registry  
Number  
FROM

E3048/4/31

No.

711 Minute  
W Beeley

Dated

Received  
in Registry

1 Mar

5 -

Armed assistance for Palestine Commission  
Commission has informed Security Council that  
unless they are provided with armed assistance,  
they will not be able to discharge their  
responsibilities in Palestine after the termination  
of the Mandate.  
From various for believing it unlikely  
that Security will provide armed assistance

Last Paper.

3046

References.

(Print.)

(How disposed of.)

(Action  
completed.)

JLM 6/3

(Index.)

2/12/48

Next Paper.

3053

(Minutes.)

See notes

JLM 5/3

JLM 5/3

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*I wish to note that  
today I had better see  
Cov. Sec. [unclear] [unclear]*

E. 3048 27

5 MAR 1948

PALESTINE

The United Nations Commission have informed the Security Council that, unless they are provided with armed assistance, they will not be able to discharge their responsibilities in Palestine after the termination of the Mandate. It does not seem likely that the Security Council will succeed in providing armed assistance, because:-

- (a) It is by no means certain that the Council will decide that the situation in Palestine constitutes a threat to international peace.
- (b) Even if this decision were taken it is doubtful whether the necessary seven affirmative votes could be obtained for a proposal to send an international force to Palestine.
- (c) Even if the Council decided to send a force it could not be organised and deployed in time to ensure security in Palestine after our departure.

2. In this situation, all parties concerned are beginning to turn their attention to alternative plans for the settlement of Palestine.

3. The Zionists are still paying lip service to the plan contained in the resolution of the General Assembly. But it is probable that they never at any time supposed that the Arabs would co-operate in establishing the economic union envisaged in the resolution, and that it was always their intention to establish a fully independent Jewish state and to obtain international recognition for this state when it had been shown that the other parts of the Assembly's plan were impracticable. They now appear to have realised that the provision of an international force to impose the Assembly's plan, even in part, is unlikely, and they are now concentrating on an attempt to secure the imposition of an arms embargo directed against the Arabs, while leaving the Jewish state free to import arms. At the same time, they are trying to persuade the U.S. Government to relax in their favour its existing embargo

on/

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4 MAR 1948

SENT TO DEPT.

on the export of military material to the Middle East. In this way they hope to establish a Jewish state by their own military power, claiming for it a legitimate title to the frontier laid down in the resolution of the General Assembly.

4. In their public statements, Arab leaders speak of occupying the whole of Palestine. Their military plans, however, are said to have been drawn up with the aim of containing the Jews in the coastal areas between Tel Aviv and Haifa. Once that is done the Arabs hope that in the long run, if not immediately, the Jews will find that an independent State is not viable and that they will consequently come to terms.

5. So far as can be judged from reports of the opening stages in the discussion of Palestine by the Security Council, there is a disposition in the Council to reconsider the Assembly's resolution in the light of subsequent events. The idea of referring the whole question back to the Assembly for re-examination at a special session has been mentioned privately by the Americans and publicly in a resolution submitted (but later withdrawn) by the Colombian delegate.

6. It is reasonably certain that if the General Assembly's plan is formally abandoned or if it obviously cannot be implemented, the U.S. Government will wish to work actively and immediately for the avoidance of open warfare in Palestine after the 15th May. This course will be imposed upon them by their interest in the Middle East, coupled with their position of leadership in the effort to insulate that area together with western and southern Europe from Soviet influence. Before they take action of any kind, they will probably approach H.M.G. with a proposal for preliminary consultations.

7. At the present moment, the chances of any attempt to negotiate a peaceful settlement in Palestine are poor. Arabs and Jews alike are very nearly helpless in the face of their own extremists. The Zionist leaders would not dare to return from Lake Success to Palestine having committed themselves to any form of compromise which appreciably

modified/

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modified the Assembly's resolution to their disadvantage. On the other side, the Arab Governments (with the exception of Transjordan) are probably anxious not to become too deeply involved in Palestine. None of them, however, will wish to lag behind the others, and the Iraqi and Syrian Governments have a violent public opinion in their own countries to consider. The pace of the Arab League is, therefore, set by the public opinion of Bagdad and Damascus, worked upon by the Mufti of Jerusalem and his agents.

8. On the other hand, the situation is changing so quickly that at any time now there may be an opening for an attempt at mediation which, if carried through swiftly and with determination, might succeed. Among the conditions of success, three can be defined at this stage:-

- (a) The acceptance by all parties of our decision to withdraw as an unalterable factor in the situation.
- (b) A formula as a basis for negotiation. This formula need not necessarily be of British origin. Nevertheless, the Department are at present attempting to work out a plan which could be held in reserve in case it appeared that a British initiative was necessary at any time. If and when we participate in an attempt at mediation, however, we should think not in terms of a perfect settlement but in terms of the settlement most likely to command the necessary minimum of consent from both sides. We should, therefore, not attach ourselves to any specific form of settlement.
- (c) The participation of the U.S. Government. There <sup>will</sup>~~would~~ be no hope of Jewish acquiescence in any compromise so long as Zionist leaders feel that they can obtain better terms by acting on American public opinion. The Americans

have/

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have in fact been a principal party in the Palestine issue for some time, and the problem is not soluble unless they are as committed to the solution as any of the other parties concerned.

9. The next question is whether any action can now be taken with a view to ensuring that mediation is given a chance before a major civil war develops in Palestine. The State Department has already made a tentative suggestion for an intimate exchange of views between the two Governments (Washington telegram No.908). It is recommended that we should respond to this approach, explaining that our plans for withdrawal are unalterable and cannot be made a subject for discussion or negotiation.

10. The Arab leaders have on several occasions since the 29th November appealed to us for guidance. It is recommended that we should now respond to these appeals also and approach the Arab States (perhaps through their delegates in New York) with the suggestion that they should make a conciliatory gesture at an early stage of the debate in the Security Council instead of leaving it until too late as they did at the General Assembly. We could point out that it would be difficult for the Security Council to proceed with enforcement measures or sanctions of any kind if faced with a carefully considered expression of Arab readiness to negotiate on some basis other than the resolution of the General Assembly. We could also point out that a move of this kind by the Arabs would strengthen the position of the U.S. Administration against Zionist pressure. Finally, we could emphasise our opinion that in the long run neither side will obtain the whole of its demands and that it would be better to seek a compromise in advance of fighting rather than to await its emergence from the conflict.

11. During the last General Assembly, the British Delegation passed on to the U.S. Delegation an Arab suggestion for joint arbitration of the Palestine dispute by Ibn Saud and a representative of the United States Government. Prince

Prince Feisal/

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~~It~~ Prince Feisal was ready to meet General Marshall for a preliminary conversation, but the Americans did not feel able to fall in with this suggestion at a time when the decision of the General Assembly was still in doubt. There might be advantage in reverting to this proposal, for direct contact between the U.S. Government and the Arab States, in any Anglo-American consultations which may now take place.

*H. Beeley*

1st March, 1948.

1. We shall have to act quickly in New York.
2. I am sure that the Arab Govts will want to know what we feel on the immigration issue. A Jewish state means unlimited immigration.

*B. B. Smith*  
1.3

I agree in general with Mr. Beeley's

While we are working out one or more formulae which we can hold in reserve for possible use at any opportune moment, we might

- (i) respond to Mr. Henderson verbally by saying that provided it is understood that our dates for the termination of the Mandate and for evacuation cannot be altered we should be prepared on that basis to exchange views in confidence with the United States Government. (Mr. Henderson has in the past/

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On reflection I think we can more safely exchange views through him than through any other channel).

- midnight

Seen by Sir O. Sargent

H. B. Coley 27  
13

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EASTERN

E 3053 31

Parliamentary Question

5 MAR 1948

\* 87. Sir Ralph Glyn.—To ask the Secretary of State for the Colonies, whether the High Commissioner and Government of Palestine have agreed to assist in the formation of an International Police Force to undertake the guardianship of Jerusalem and the reserved area of the holy places when sanctioned by the United Nations Organisation. [Wednesday 3rd March.]

Abington

ANSWERED 3 MAR 1948  
REPLY ATTACHED.

Colonial Office draft reply.

The United Nations Commission has been informed that no obstacle will be placed in the way of any members of the British section of the Palestine Police Forces volunteering, on termination of their present engagements, for service with such a force.

3.27/2  
Eastern Dept. for concurrence.

PALESTINE

Holy Places (Protection)

37. Sir R. Glyn asked the Secretary of State for the Colonies whether the High Commissioner and Government of Palestine have agreed to assist in the formation of an International Police Force to undertake the guardianship of Jerusalem and the reserved area of the Holy Places when sanctioned by the United Nations Organisation.

Mr. Rees-Williams: The United Nations Commission has been informed that no obstacle will be placed in the way of any members of the British section of the Palestine Police Force volunteering, on termination of their present engagements, for service with such a force.

Sir R. Glyn: Can the Parliamentary Secretary say whether there has been any proposal by the United Nations for the formation of this force?

Mr. Rees-Williams: I should want notice of that question.

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# PARLIAMENTARY QUESTION.

PALESTINE



Holy Places (Protection)

37. Sir R. Glyn asked the Secretary of State for the Colonies whether the High Commissioner and Government of Palestine have agreed to assist in the formation of an International Police Force to undertake the guardianship of Jerusalem and the reserved area of the Holy Places when sanctioned by the United Nations Organisation.

Mr. Rees-Williams: The United Nations Commission has been informed that no obstacle will be placed in the way of any members of the British section of the Palestine Police Force volunteering, on termination of their present engagements, for service with such a force.

Sir R. Glyn: Can the Parliamentary Secretary say whether there has been any proposal by the United Nations for the formation of this force?

Mr. Rees-Williams: I should want notice of that question.

3 MAR 1948

E 3053 / 2 / 31

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30471 F.G.F.



En clair

34  
FILES

FROM NEW YORK TO FOREIGN OFFICE

(From United Kingdom Delegation to the United Nations)

No. 780

5th March, 1948

D. 12.45 p.m. 5th March, 1948  
R. 6.00 p.m. 5th March, 1948

IMMEDIATE

3057

Addressed to High Commissioner Jerusalem ~~to~~ <sup>MAR 1948</sup>  
No. 176 of 5th March repeated for information to  
Foreign Office for Colonial Office and Sailing to  
Washington.

Following for Gurney from Fletcher Cooke.

[Begins]

Report has appeared in New York press to the  
effect that Secretariat advance party are cooking their  
own meals.

2. Grateful for information as to arrangements  
that have been made for advance party's accommodation  
etc., as Commission are anxious to know the facts.

Please pass Immediate to Jerusalem.

[Copies sent to Colonial Office and to  
Telegraph Section, Colonial Office for  
re-transmission to Jerusalem.]

[Copy sent to Middle East Secretariat]

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**INWARD TELEGRAM**

**TO THE SECRETARY OF STATE FOR THE COLONIES**

Cypher (O.T.P.)

3057 4 21

**FROM PALESTINE (Gen. Sir A. Cunningham) INDEXED**

D. 6th March, 1948.

R. 6th " " 19.00 hrs.

**IMMEDIATE.**

No. 559A.

Addressed to UKDEL No. 593 (Washington please pass)

Repeated to S. of S.

Your telegram No. 176 contained in Colonial Office telegram No. 897.

It is correct that U.N. advance party are cooking their own meals. They were warned before leaving London vide your telegram No. 771. Two Jewish women servants may start work for them tomorrow. They are accommodated in 2 flats containing 7 rooms and usual offices. Police are providing food, but various accessories are not yet available. Every effort is being made to provide staff and other requirements as soon as possible.

Copy sent to:-

Foreign Office - Mr. H. Beeley.

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1948

E

E 3073

36

MAR 1948

PALESTINE

Registry  
Number E3073/14/31

TELEGRAM FROM

No.

Dated

Received  
in Registry

Last Paper.

3057

References.

(Print.)

(How disposed of.)

S. Matheson, 80  
Herman, 100 Off  
Scherr, 115  
Adams  
B. W.  
M. 1-20  
M. 4  
Mar 8

(Action  
completed.)

(Index)

Next Paper.

3074

US Draft Resolution  
After New York 11/18/48. I received a letter  
from the British, dated 11/18/48, in which they  
indicated they would support the US draft  
resolution. I have been told that the British  
will support the US draft resolution.  
I have been told that the British  
will support the US draft resolution.

(Minutes.)

Balfour  
6/2

In order to reach agreement with the  
Soviet Delegation, the Americans have revised  
their resolution in such a way that the Big  
Five (in practice Four) will act as such and  
not as a Committee of the Security Council.

The sub-agreement voting in the Council in 1  
the effect of simplifying the resolution with  
the following consequences:

- (i) the Council is not committed to accept any  
of the American resolutions;
- (ii) the instruction to consult British, Arab,  
and Soviet representatives in a joint, and  
with it the Council's suggestion for  
conciliation;
- (iii) the Four Powers are not asked to consider  
another the situation in Palestine  
constituted a threat to the peace.

Of these statements, the last may prove to  
be the most important. The Americans, who are  
in any case, unwilling to accept of "successful  
implementation", will certainly argue that no  
enforcement can be recommended to the Security Council  
except as a consequence of a recommendation  
that a threat to the peace or Council to exist,  
and they may contend that the Four Powers have  
no authority to make the latter recommendation.  
The Russians, for their part, may argue that  
the Big Five are not limited to the scope of  
action on the Security Council's resolution,  
since they are collectively a permanent  
body. (But the presence of the U.S. Delegation  
and the fact that it is in the Council.)

Apart from this particular issue, the  
meeting of the representatives of the Council members  
of the Security Council is likely to be a difficult  
one, and the British will be likely to be in a  
position to make a strong case for the Four  
Powers will fail to produce a resolution  
which the Council will accept.

/chris

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choice between two possible courses of action:

- (i) to act under Chapter VI of the Charter, i.e. to find that a "situation" exists as defined in Article 34 and to deal with it under Article 36(1); or
- (ii) to refer the whole matter back to the Assembly, on the ground that in present circumstances the Security Council cannot act in accordance with the requests made to it by the Assembly in the preamble of the latter's resolution.

*U.N. (Political) Dept. / think.  
for any obs*

*near present  
R. 18.3.*

*H. Beeley  
8/3*

*J. A. B. Brown  
8.3*

*H. Knight  
8.3*

*8.3  
H. Knight*

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En clair

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FROM NEW YORK TO FOREIGN OFFICE.

E 3073

(From U.K. Delegation to United Nations).

No. 785.

D. 8.41 p.m. 5th MAR, 1948.

5th March, 1948.

R. 2.00 a.m. 6th March, 1948.

Repeated to Washington, and Jerusalem.

IMMEDIATE.

GIANT.

Addressed to Foreign Office telegram No. 785 of 5th March, repeated for information important to Washington and important to Jerusalem.

My immediately preceding telegram.

Palestine.

At resumed session this afternoon, Austin introduced amended draft resolution as agreed by Gromyko subject to what follows. Amended text repeats text in my telegram No. 608 with the following changes:

Paragraph 2. First sentence and subsection (a) replaced by:

"To call on the permanent members of the Council to consult and:

(a) To inform the Security Council regarding the situation with respect to Palestine and to make as the result of such consultations, recommendations to it regarding the guidance and instructions which the Council might usefully give to the Palestine Commission with a view of [sic] implementing the resolution of the General Assembly. The Security Council requests the permanent members to report to it on the results of their consultations within ten days".

Subsection (b), concluding phrase reads:

"..... which they consider appropriate".

2. Belgian delegate said that he accepted rewording of paragraph 2(a) above, subject to deletion of "with a view of implementing the resolution of the General Assembly". Belgian amendment so modified was then voted on paragraph by paragraph. Voting on all clauses was 5 for, none against, 3 abstentions, except appeal at the end, which received 4 for and 7 abstentions.

3. On United States-U.S.S.R. draft resolutions (paragraph 1 above) voting was as follows:

/preamble: adopted, 8

MAR 1948

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Preamble:

-2-

Preamble: adopted, 8 for, 3 abstentions

848 Paragraph 1: rejected, 9 for, 6 abstentions

Paragraph 2(a): adopted, 7 for, 4 abstentions

Paragraph 2(b) rejected, 6 for, 0 abstentions

Paragraph 2(c): rejected, 6 for, 0 abstentions

Appeal: adopted, 8 for, 3 abstentions.

4. Text consisting of preamble, paragraph 2(a) and appeal was then adopted by 8 votes with 5 abstentions.

c. Detail of votes in paragraphs 3 and 4 above will follow.

6. See my immediately following telegram.

Foreign Office please repeat Important to  
Jerusalem as my telegram No. 178.

[Copy sent to C.O. for repetition to Jerusalem].

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E 3074

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1948

PALESTINE

MAR '48

Registry Number E3074/4/31

TELEGRAM FROM

No.

Dated

Received in Registry

11 MAR 1  
New York  
786  
5 11/18  
6 -

True Personal identity committee  
After New York tel 185 (E 3073/4/31) for list of  
constantly with the representatives of the other  
Personal members of the committee. I was on Thursday I discuss the  
procedures under the regulations. The committee  
made it, but that he could not attend such a  
meeting. He would be a co-signer in his bag  
constituted a member of the body of fine for the  
purpose.

Last Paper.

3073

References.

(Print.)

(How disposed of.)

8, Mackman CV  
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Mar 8

(Action completed.)

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3075

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FROM NEW YORK TO FOREIGN OFFICE

(From United Kingdom Delegation to the United Nations)

D. 8.42 p.m. 5th March, 1948.

5th March, 1948.

R. 2.30 a.m. 6th March, 1943.

Repeated to Washington  
Jerusalem

IMMEDIATE  
CONFIDENTIAL  
GIANT  
LIGHT

E. 3074

MAR 6 1968

Addressed Foreign Office No. 786 5th March repeated  
for information to Washington and Jerusalem.

My immediately preceding telegram: Palestine.

At end of this afternoon's meeting (Colonial Secretary having left for London) President of Council privately asked the representatives of the other permanent members to meet on Monday to discuss their procedure under the resolution. I made it plain that I could not (repeat not) attend such a meeting. To attend a first meeting of this kind would be to acquiesce in my being constituted a member of the body of five for this purpose.

2. I said that if at any time later they wished for my presence or assistance they must make it easier for me to come, they must let me know that there is certain information that they require or that they have certain questions to put to the representative of the mandatory power. I would then consider rendering them such assistance as I can.

3. I explained my position in greater detail to Senator Austin who although at first he pressed me strongly to attend I think now understands and accepts my arguments.

Foreign Office please pass Important to Jerusalem as my telegram No. 179.

[Copy sent to Telegraph Section, Colonial Office for repetition to Jerusalem.]

///

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**FO** 371 68536

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Cypher/OTP

WORLD ORGANISATION DISTRIBUTION

FROM NEW YORK TO FOREIGN OFFICE

(From United Kingdom Delegation to the United Nations)

No. 786

D. 8.42 p.m. 5th March, 1948.

5th March, 1948.

R. 2.30 a.m. 6th March, 1948.

Repeated to Washington  
Jerusalem

IMMEDIATE  
CONFIDENTIAL  
GLAMP  
LIGHT

E 3074

MAR 6 1948

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for information to Washington and Jerusalem.

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[Copy sent to Telegraph Section, Colonial Office for repetition to Jerusalem.]

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245

1948

E

E 3075

40

MAR '948

PALESTINE

Registry  
Number

TELEGRAM FROM

No.

Dated

Received  
in Registry

E3075/4/31

UK Del

New York

740

7/11/48  
6

Reverting to the point for discussion  
As per New York tel 104 (E2171/4/31) Commission  
is pressing for reply to their enquiry as to whether  
H.M.G. has any suggestions it might make on the subject  
of a committee to be considered for the purpose  
of finally settling the present issue and order in  
Jerusalem.  
Who really reply.

Last Paper.

3074

References.

(Print.)

(How disposed of.)

8 Matheson, BO  
1 Sherman Sub Off  
Schm. 1115  
1113a  
1104  
Ackd  
AM

Mar 8

Tel New York 1351  
11/21

8, as above April 5

(Action  
completed.)

(Index.)

Next Paper.

2083

(Minutes.)

The previous tel. (No 504) to which this refers was  
addressed to Foreign Office for Colonial Office. I have  
ascertained from Mr Matheson that he will draft the  
reply to this reminder.

Though H.M.G. will not object to the employment of  
volunteers, it would seem to go beyond our intentions (especially  
in view of developments since 14th Feb, date of tel No 504)  
to "welcome the appointment of a British chief of police  
in Jerusalem" (para 2(a) of same tel.) or "furnish  
the Palestine Commission with a list of suitable names".

D. Balfour  
8/3

11/2

There are also a copy of my letter to

4/3

9. P.P. 80 tel to P. line 993 13/3

9. P.P. Palestine tel to BO 673 14/3

9. P.P. " " " 712 20/3

W.A.B. Matheson, BO 75872/154/26  
to M. Balfour 25/3

These papers show that the High Commissioner, when consulted  
by the C.O., deprecated the idea that we should support a British  
candidate. C.O. now ask us to telegraph to N.Y. in this sense.  
I consider that we should do so, as the draft is in line with our  
policy at the moment. (The document T/141, which regards  
terms of employment only, is at E 2264 — Flag A).

30471 F.O.P

D. Balfour  
31/3

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[This telegram is of particular secrecy and should be retained by the authorised recipient and not passed on]

Cypher/OTP

WORLD ORGANISATION DISTRIBUTION

FROM NEW YORK TO FOREIGN OFFICE

E 3075

(From United Kingdom Delegation to the United Nations)

MAR 1948

No. 790

5th March, 1948

D: 9.05 p.m. 5th March, 1948

R: 2.34 a.m. 6th March, 1948

Repeated to: High Commissioner Jerusalem  
Washington (Saving)

IMMEDIATE

GIANT

SECRET

Addressed to Foreign Office telegram No. 790 of 5th March repeated for information to High Commissioner Jerusalem and Washington saving.

My telegram No. 504 repeated to Jerusalem No. 97.

Security Force to preserve law and order in Jerusalem.

Commission are pressing for reply to their enquiry as to whether His Majesty's Government has any suggestions to make as to suitable persons who might be considered for the command of this force.

2. Grateful for earliest reply to questions raised in paragraphs 2 and 3 of my telegram.

Please pass immediate to Colonial Office and Immediate to Jerusalem as my telegram No. 180.

[Advance copies sent to Colonial Office, and to Telegraph Section Colonial Office for repetition to Jerusalem]

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MAR 1948



**OUTWARD TELEGRAM**

FROM THE SECRETARY OF STATE FOR THE COLONIES

75672/154/86/48 Pt. II

Cypher (O.T.P.)

E 3075, 4/21  
16 MAR 1948

TO PALESTINE (General Sir A. Cunningham)

FROM S. OF S., COLONIES.

INDEXED

Sent 13th March, 1948. 16.00 hrs.

IMMEDIATE

No. 993 Secret.

Addressed to High Commissioner, Palestine.  
Repeated to U.R.D.E.L. New York (please repeat by  
cablegram to Washington).

Reference telegram No. 790 from U.R.D.E.L.  
New York to Foreign Office (repeated to Jerusalem No. 893).

Special Police Force for Jerusalem. Please  
telegraph your suggestion regarding reply to Commission about  
suitable terms for Chief of Police. It would be convenient  
to have also your proposals for pay for other ranks. Do you  
consider it likely that any officers whom you could recommend  
as suitable would volunteer for command of this Force? Should  
also be grateful for your observations as to (a) advantages of  
appointment of a British officer and (b) any objections to it,  
as seen from your side.

(Copy sent to Foreign Office for onward transmission)

Distributed to:

Foreign Office

London

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**INWARD TELEGRAM**

**TO THE SECRETARY OF STATE FOR THE COLONIES**

**INDEXED**

Cypher (O.T.P.)

307/ 4 / 21

**FROM PALESTINE** (Gen. Sir A. Cunningham)

D. 17th March, 1948

R. 17th " " 16.35 hrs.

**IMMEDIATE**

No. 673 Secret

Addressed to S. of S.

Repeated to Washington No. 194.

" " UKDEL New York No. 730  
(Washington please pass)

Your telegram No. 993

Police Force for Jerusalem City.

I consider it would be inadvisable to suggest a British candidate for the post of Chief of Jerusalem City Police. We have already come in for criticism from the Arabs for the part we have played in drafting the Statutes of the City, both because the Arabs regard the establishment of City as part and parcel of the Partition scheme and also because our evident interest in the Statutes is held up as proof of our intention not to dissociate ourselves from the control of Palestine affairs. Nor would a British candidate be likely to be acceptable to the Jews.

2. Moreover, if the opportunity is given to members of the British Section of the Palestine Police to volunteer for special police force of the City, it is possible that a substantial number would enlist. It is likely enough that this special force would sooner or later come into conflict with the Arabs in the course of the latter's efforts to frustrate Partition. If proportion of British personnel in the special force were high, this would be enough to engender a good deal of anti-British feeling; if Chief of the Force taking anti Arab measures were British, the danger would be considerably greater.

3. The only possible advantage I can see in a British Police Chief would be that British volunteers would come forward in greater numbers if the Chief of the special police were British, but for reasons indicated in the preceding paragraph I am not sure that this is an advantage.

4. I will telegraph further about terms of service and possible British candidates, but can UKDEL say what size force the Commission contemplate since this is clearly relevant to status and terms of service.

Copy sent to:-  
Foreign Office

- Mr. Bealey

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44

INWARD TELEGRAM

TO THE SECRETARY OF STATE FOR THE COLONIES

Cypher (O.T.F.)

FROM PALESTINE (Gen. Sir A. Cunningham)

D. 20th March, 1946.

R. 21st " " 07.00 hrs.

No. 712 Secret.

Addressed to S. of S.

Repeated to U.K. Delegation, No. 764 (Washington please pass).

My telegram No. 673 (No. 730 to U.K. Delegation).

Police Force for Jerusalem City.

I see from document No. T/141 of 9th March of Trusteeship Council that Budgetary Committee consider that Chief of Police should receive total emolument of \$15,000. I consider this reasonable.

2. The only serving officers of the Palestine Police whose names have been suggested by Inspector General of Police as suitable are: H.B. Shaw, J.M. Fierman M.B.S., and R.C. Catling. I doubt however whether any of these is quite the man for the job, nor, as far as I see ascertain without making a formal offer, is any of them interested. Whether there is suitable candidate outside the Palestine Police Force I cannot say.

3. Document No. T/141 does not state number of superior police officers who will share total emolument of \$50,000. A salary of between \$4,000 and \$6,000 according to rank would seem appropriate.

4. The document contemplates an inclusive salary of \$2,000 for other ranks. This is reasonable. Suitable inclusive pay for Sergeants would be \$2,250 and for an Inspector about \$2,800.

Copy sent to:-

Foreign Office

Mr. K. Bealey.

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SECRET

The Church House,  
Gt. Smith Street,  
London, S.W. 1.

March 25, 1948.

My Reference .....75872/154/26.

Your Reference .....

*Dear Balfour,*

You will have seen copies of Palestine telegrams Nos. 673 and 712 about the establishment of a police force for the City of Jerusalem. We agree with the High Commissioner that it will be inadvisable to suggest a British candidate for the post of Chief of Jerusalem City Police. If the Commission still propose to go ahead with this matter and are prepared to make an offer, on defined terms of service, to any volunteers who may come forward, we should be prepared, in the event of any serving member of the Palestine Police Force applying for such post, to advise the Commission whether in our view the volunteer is suitable for consideration as an officer in a post of this responsibility.

If you agree, I suggest that you telegraph to --- New York as in the enclosed draft.

*Yours sincerely,*  
*W.A.C. Mathieson*  
(W.A.C. Mathieson)

D. BALFOUR, Esq.

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Registry  
No.

~~Top Secret.~~  
~~Confidential.~~  
~~Restricted.~~  
~~Open.~~

CYPHER

Despatched

Draft.

Sir A. Cadogan,  
New York.

Telegram.

No. 1351

(Date) March 31st

Repeat to:

Jerusalem.

~~En Clair.~~

~~Code.~~  
Cypher.

Distribution:-

Department

Copies to:-

Colonial Office

Addressed UKDEL, New York (please pass copy  
to Washington) Repeated Jerusalem.

Your telegram No. 790. Security  
force to preserve law and order in  
Jerusalem.

I agree with view expressed in  
Jerusalem telegram to you No. 730 that it  
would be inadvisable to suggest a British  
candidate for the post of Chief of Jerusalem  
City Police. Should the Commission propose  
to proceed with their efforts to recruit  
a police force for Jerusalem and advertize  
the appointment on the terms indicated in  
document T/141, we should be prepared to  
advise them on the record of any volunteers  
forthcoming from the Palestine Police.  
We are not prepared to put forward a name  
ourselves or recommend any officer for  
appointment.

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Confidential

DEPARTMENTAL DISTRIBUTION

FROM FOREIGN OFFICE TO NEW YORK

(To United Kingdom Delegation to United Nations)

No. 1351  
31st March, 1948

D. 11.05 p.m. 31st March, 1948

Repeated to Jerusalem

IMPORTANT

CONFIDENTIAL

Addressed to United Kingdom Delegation New York  
telegram No. 1351 of 31st March (please pass copy to  
Washington) repeated for information to Jerusalem.

Your telegram No. 790. Security force to preserve  
law and order in Jerusalem.

I agree with view expressed in Jerusalem telegram  
to you No. 730 that it would be inadvisable to suggest  
a British candidate for the post of Chief of Jerusalem  
City Police. Should the Commission propose to proceed  
with their efforts to recruit a police force for  
Jerusalem and advertise the appointment on the terms  
indicated in document T/141, we should be prepared to  
advise them on the record of any volunteers forthcoming  
from the Palestine Police. We are not prepared to put  
forward a name ourselves or recommend any officer for  
appointment.

aaaaaaa

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30471 F.O.P



3083

MAR 1948

En clair

WORLD ORGANISATION DISTRIBUTION.

FROM NEW YORK TO FOREIGN OFFICE.

(From U.N. Delegation to United Nations).

No. 784. D. 10.0 p.m. 5th March, 1948.  
 5th March, 1948. R. 4.15 a.m. 6th March, 1948.  
 Repeated to Jerusalem and Washington.

IMMEDIATE.  
GIA T.

Addressed to Foreign Office telegram No. 704 of 5th March, repeated for information important to Jerusalem and Washington important.

My telegram No. 761.

Palestine.

At Security Council meeting this morning, Silver (Jewish Agency) made following principal points:

- (a) Contention of Egyptian Delegate that United Nations efforts to study other solutions than partition had been less than casual was not substantiated by the history of attempts at solution in the General Assembly and before.
- (b) United States proposal for consultation with parties concerning implementation of plan might give rise to disastrous delay and stultification. It would be seized upon by opponents of plan as an opportunity to reopen whole question and force through solutions already considered and rejected, or, failing that, prevent all action. Indecision and lack of forthrightness on part of Mandatory had brought about deterioration of situation in Palestine which had forced Mandatory to turn to United Nations. Palestine Commission had already done an enormous amount of effective preparatory work and prospect of new negotiations at this late hour would endanger the very object United Nations sought to achieve.
- (c) Commenting on statement by Egyptian delegate that General Assembly decision was "a mere recommendation", Silver pointed out that United Kingdom as Mandatory had accepted Assembly decision and announced its intention and readiness to turn over Palestine administration to United Nations Commission. Plan was therefore no longer a mere recommendation. Mandatory had accepted it in much the same manner as stated parties to Italian treaty accepted United Nations plan for Trieste. For this reason Agency strongly urged immediate action on United States proposal that Security Council accept requests addressed

/to it in General...

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-2-

to it in General Assembly resolution, in order to avoid unwarranted assumption that there was no legal basis on which law and order could be maintained in Palestine after May 10th.

(d) As regards relation of Security Council's powers to implementation of United Nations decision, position taken by United States delegation might be correct, but this legal distinction should not obscure realities of the situation. Determined and organised resistance to United Nations decision had brought about breach of peace in Palestine and had forced Commission to call upon Security Council for assistance. Role of Security Council was integral part of plan and it should not take long for Council to determine that breach of peace exists and that acts of aggression have taken place. Action of Council would have far-reaching implications for its effectiveness on other issues.

(e) Refusal of mandatory to allow formation of militia, coupled with other refusals to carry out assembly plan constituted an unco-operative and obstructive attitude and gave the lie to assertions of United Kingdom delegate to the contrary. Unwill- ingness of United Kingdom to participate in implementation involving coercion of either community was inconsistent with the fact that for years United Kingdom had illegally pursued a policy involving coercion of Jews. Agency appealed to all concerned to permit immediate organisation and equipment of adequate Jewish militia, which was to Jews of greater urgency than sending of non- Palestinian armed force. Jews wished only peace and co-operation with their neighbours - they had reluctantly accepted plan though a grievous abridgement of their rights - they still hoped Arabs would accept it, but in making preparations for self-defence Jews were carrying out purposes of United Nations and should not be penalised for so doing. If, in consequence of United Nations inability to carry out its own decision, Jewish community in Palestine were confronted with threat of annihilation, considerations of sheer survival would compel it to take all necessary measures.

2. In reply to Colonial Secretary's criticisms of Agency, Silver cited at length past pro-Zionist pledges of Labour Party leaders. Agency had never condoned terrorism. It had taken practical steps, e.g. intensive campaign of education among yishuv to combat it. Real source of terrorism was white paper policy. Jews had, however, no quarrel with British people and were not unmindful of sympathetic understanding their cause had always received. They trusted estrangement during

/recent years would

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New York Delegation telegram No. 784 to F.O.

-3-

recent years would prove only temporary. "We are here critical of a government and of a policy, not of a people.... the enduring spiritual and intellectual kinship between peoples remains".

3. French delegate (Parodi) said that speeches of United States and Belgian representatives had narrowed difference between them. He would vote for Belgian draft resolution and for United States draft if that failed. It was Council's duty to accept assembly resolution in principle at this stage and before it had determined a threat to peace. He deplored as contrary to spirit of charter Arab states attitude towards assembly plan, also terrorism by both sides in Palestine (as to which agency's protestations did not appear to be supported by the facts)

4. Egyptian delegate (Lawzi) supported view of Chinese delegation that legal distinction between enforcement of partition and maintenance of peace by force was unreal in the present situation. Jewish argument that United Nations was doomed if assembly recommendation was not carried out had no validity. Statistically, 3 percent of assembly recommendations had so far not been carried out. United Nations would not collapse if this percentage were increased to 3.1 percent. If Zionist leaders made a peaceful solution difficult they must bear the responsibility.

5. United States delegate (Austin) pointed out that Belgian amendment might have effect of not merely postponing but failing to implement partition. He therefore strongly opposed intention to delete paragraph 1 from United States resolution. United States would abstain on Belgian amendment only because they were unwilling to raise any question of a veto.

6. Next forty minutes were spent on proposal by Colombian delegate (Lopez) that Council should adjourn until Thursday next to give an opportunity for consultation (without specific terms of reference) between permanent members, who, he maintained, were obliged to do so under Article 106. After much discussion this was rejected.

7. Soviet delegate (Gromyko) reiterated his view that "direct" consultation should immediately take place between permanent members and that no power should "hide behind a committee". He would abstain from voting on sub-paragraphs (b) and (c) of United States and Belgian resolutions as he considered further consultation with Arabs, Jews and United Kingdom unnecessary. He suggested that United States delegation should present its resolution in general terms

/omitting sub paragraphs

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New York Delegation telegram No. 78- to F.O. 52

-1-

omitting sub paragraphs (a) to (c), thus leaving permanent members free to consult together on all necessary matters without restriction.

8. United States representative then offered to amend United States resolution so as to avoid mention of a committee. It was agreed that United States and Soviet representatives should attempt to produce a joint draft before afternoon session.

See my immediately following telegram.

Foreign Office please repeat important to Jerusalem as my telegram No. 177.

[Copy sent to U.N. for repetition to Jerusalem].

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247

1948

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E 3085

53

PALESTINE

3 MAR 1948

Registry Number

E3085/H/31

TELEGRAM FROM

No.

11 H. Rot

Dated

New York

Received in Registry

807  
7/11/48  
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an American Aid Committee.  
After discussion of 559, to be a 4th which  
contained warning. The American Aid Committee does  
not appear to have been reported the week  
before that the 1st does not immediately  
commence processing for work.

Last Paper.

2083

(Minutes.)

References.

9.4.4. P. line 478 27/2  
8.0.4. 771 28/2

SB.  
8/3

(Print.)

(How disposed of.)

8. Walkeran 8.0  
Herman 8.0  
Stern 11.1  
M13a  
M104  
Admky  
AM  
now 8  
Tel New York 1026 Mar 7  
8/ Central on E3166 Mar 9/4

(Action completed.)

6/11/48

(Index)

2/12/48

Next Paper.

3105

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CYPHER/OTP

DEPARTMENTAL

FROM NEW YORK TO FOREIGN OFFICE

E. 3085

No. 807.

D: 12.42 p.m. 7th March, 1948.

7th March, 1948.

R: 6.05 p.m. 7th March, 1948.

Repeated to: Jerusalem,  
Washington Saving.

MOST IMMEDIATE

**SECRET**

Addressed to Foreign Office telegram No. 807 of 7th March repeated for information to Jerusalem and Saving to Washington.

Following for Martin, Colonial Office from Fletcher  
Cooke.

[Begins]

Jerusalem telegram to United Kingdom Delegation No. 593 repeated to Colonial Office No. 559; Arrangements for Secretariat Advance Party.

Your telegram to Jerusalem No. 711 which contained warning to Secretariat advance party does not (repeat not) appear to have been repeated here. Grateful if it could be so repeated Most Immediate as Commission are pressing for facts and I am anxious to reply tomorrow Monday.

Please pass Immediate to Jerusalem as my telegram No.185.

[Advance copy sent to Colonial Office for information and for repetition to Jerusalem]

[Copy sent to Middle East Secretariat]

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**OUTWARD TELEGRAM**

FROM THE SECRETARY OF STATE FOR THE COLONIES

75872/159/26/48

Cypher (O.T.P.)

18 MAR 1948

TO PALESTINE (Gen. Sir A. Cunningham)

Sent 28th February, 1948. 14.15 hrs.

IMMEDIATE  
No. 771 Secret.

Your telegram No. 478. Staff of United Nations Commission.

Members of Party in London who are joining leader, Azcarate, in Paris tomorrow have been informed of position but state they are unable to authorise change of plan without consultation with leader. United Nations Office in London has sent message to Paris to be passed to Azcarate morning 28th to effect that (a) accommodation may not be ready 29th February and it would be of advantage if arrival could be postponed 48 hours; (b) no domestic staff is likely to be available; (c) you should be informed through H.M. Embassy, Paris, whether Party intend to adhere to original plan or delay departure.

2. Can nothing be done to assist with domestic staff, e.g. from service personnel? Although it is unfortunate that Commission did not need your advice regarding desirability of sending a single officer ahead, we have always been anxious to encourage early arrival of this advance party and understood that it was your opinion also that this was in best interests of all concerned.

Copies sent to:-

Foreign Office - Mr. H. Bealey.

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Wt. 41936/587. 1/47. 50m. S. & S. Ltd.  
Wt. 47799/614. 2/47. 30m. S. & S. Ltd.

# CYPHER

57

C. O.

Mr. Heisenmann 7/3 at once

Date 7/3

Mr.

Despatched

Mr.

Permt. U.S. of S.

Mr.

Parly. U.S. S.

Mr.

Secretary of State.

Your Reference

DRAFT.

MOST IMMEDIATE

To Telegram  
UK Delegation  
New York

tel no 1036  
7th March

Cypher  
75 PTL

[No....] Secret

Following for Fletcher Cooke from  
Colonial Office. Begins.

Your telegram no. 807 of 7th March.

Following is text of telegram no. 478 of  
27 Feb from Palestine. Begins.

~~No. 478 Secret~~

Your telegram No. 741.

Staff of U.N. Commission.

Food can be delivered by police to 2 flats being  
prepared but it is now certain that no staff can be found.  
Army unit will not evacuate flats until 28th February  
evening and therefore delay in arrival at billet of 48  
hours at least particularly desirable.

2. I hope that sense of my telegram No. 495 and  
above may be conveyed immediately to party. Please  
telegram whether they still propose to arrive Sunday.  
In any case it is important to avoid the public if  
possible. Ends.

FURTHER ACTION.

Following is text of telegram no.  
771 to Palestine of 28th Feb (as requested  
in your telegram under reference). Begins.

/Yours

PUBLIC RECORD OFFICE					
1	2	3	4	5	6
1	1	1	1	1	1
FO 371/68536					
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Wt. 41936/587. 1/47. 50m. S. & S. Ltd.  
Wt. 47799/614. 2/47. 30m. S. & S. Ltd.

# CYPHER

279  
57

C. O. -

Mr. Heinemann 7/3 at once

Mr.

Mr.

Mr.

Mr.

Date 7/3

Despatched 11:40 P.M.

Permt. U.S. of S.

Parly. U.S. S.

Secretary of State.

Your Reference

DRAFT.

MOST IMMEDIATE

To Telegram  
UK Delegation  
New York

tel no 1036

7th March

Cypher.  
DEPTL

[No....] Secret

Following for Fletcher Cooke from  
Colonial Office. Begins.

Your telegram no. 807 of 7th March.

Following is text of telegram no. 478 of  
27 Feb from Palestine. Begins.

No. 478 Secret.

Your telegram No. 741.

Staff of U.N. Commission.

Food can be delivered by police to 2 flats being prepared but it is now certain that no staff can be found. Army unit will not evacuate flats until 28th February evening and therefore delay in arrival at billet of 48 hours at least particularly desirable.

2. I hope that sense of my telegram No. 469 and above may be conveyed immediately to party. Please telegraph whether they still propose to arrive Sunday. In any case it is important to avoid the public if possible. Ends.

FURTHER ACTION.

Following is text of telegram no. 771 to Palestine of 28th Feb (as requested in your telegram under reference). Begins.

/Yours

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Your telegram No.478. Staff of United Nations Commission.

Members of Party in London who are joining leader, Azcarate, in Paris tomorrow have been informed of position but state they are unable to authorize change of plan without consultation with leader. United Nations Office in London has sent message to Paris to be passed to Azcarate morning 28th to effect that (a) accommodation may not be ready 29th February and it would be of advantage if arrival could be postponed 48 hours; (b) no domestic staff is likely to be available; (c) you should be informed through E.M. Ambassy, Paris, whether Party intend to adhere to original plan or delay departure.

2. Can nothing be done to assist with domestic staff, e.g. from service personnel? Although it is unfortunate that Commission did not heed your advice regarding desirability of sending a single officer ahead, we have always been anxious to encourage early arrival of this advance party and understood that it was your opinion also that this was in best interests of all concerned. *Ends.*

*[Copy sent to M.E. Reel]*

*BASS*

*P.3*

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Your telegram No. 478. Staff of United Nations  
Department.

Members of Party in London who are joining leader.  
Accurate. In Paris tomorrow have been informed of position  
and state they are unable to authorize change of plan  
without consultation with leader. United Nations Office  
in London has sent message to Paris to be placed to Accurate  
saying that to effect that (a) accommodation may not be  
ready 15th February and it would be of advantage if arrival  
could be postponed to home; (b) no domestic staff is  
likely to be available; (c) you should be informed through  
this message. Paris whether Party intend to adhere to  
original plan of Paris Department.

2. Can nothing be done to assist this domestic staff,  
e.g. from service personnel? Although it is unfortunate  
that Commission did not heed your advice regarding  
availability of sending a single officer ahead, we have  
always been anxious to encourage early arrival of this  
officer fully and understood that it was your opinion also  
that this was in best interests of all concerned. *Ends.*

BAB3

P.3

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58

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Cypher/OTP.

DEPARTMENTAL.

FROM FOREIGN OFFICE TO NEW YORK.

(To United Kingdom Delegation to United Nations).

No. 1036.

D. 11.40 p.m. 7th March 1948.

7th March 1948.

MOST IMMEDIATE.

SECRET.

Following for Fletcher Cooke from Colonial Office.

[Begins]

Your telegram No.807 of 7th March.

Following is text of telegram No.478 of 27th February from Palestine.

[Begins]

Your telegram No.741.

Staff of United Nations Commission.

Food can be delivered by police to 2 flats being prepared but it is now certain that no staff can be found. Army unit will not evacuate flats until 28th February evening and therefore delay in arrival at billet of 48 hours at least particularly desirable.

2. I hope that sense of my telegram No.469 and above may be conveyed immediately to party. Please telegraph whether they still propose to arrive Sunday. In any case it is important to avoid the public if possible.

[Ends].

Following is text of telegram No.771 to Palestine of 28th February (as requested in your telegram under reference).

[Begins]

Your telegram No.478. Staff of United Nations Commission.

Members of Party in London who are joining leader, Azcarate, in Paris tomorrow have been informed

/ of position

PUBLIC RECORD OFFICE					
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Reference:-					
FO 371 68536					
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59  
Foreign Office telegram to New York No. 1036.

- 2 -

of position but state they are unable to authorise change of plan without consultation with leader. United Nations Office in London has sent message to Paris to be passed to Azcarate morning 28th to effect that (a) accommodation may not be ready 29th February and it would be of advantage if arrival could be postponed 48 hours; (b) no domestic staff is likely to be available; (c) you should be informed through His Majesty's Embassy, Paris, whether Party intend to adhere to original plan or delay departure.

2. Can nothing be done to assist with domestic staff, e.g. from service personnel? Although it is unfortunate that Commission did not heed your advice regarding desirability of sending a single officer ahead, we have always been anxious to encourage early arrival of this advance party and understood that it was your opinion also that this was in best interests of all concerned.

[Ends]

[Copy sent to Middle East Secretariat.]

W:W:W:W:W

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248

E

E 3105

60

1948

PALESTINE

3 MAR 1948

Registry  
Number

TELEGRAM FROM

No.

Dated

Received  
in Registry

E3105/4/31

U.K. N.1

New York

802

6 Mar

8 -

do. Commission, Indignance Party.  
 The question of 552. It is to be made it clear  
 that any members of the Commission's Secretariat  
 who come to the point will not be able to take  
 decisions on the subject point. Their functions  
 are confined to preparation for Commission ultimate  
 annual and collecting information for Commission when  
 the Commission.

ADDRESS TELEGRAM 154

Last Paper.

3085

(Minutes.)

DB.  
8/3

References.

(Print.)

(How disposed of.)

8, Malleson, 20  
 Honman Caboff  
 Scherr 1411  
 M-1.20  
 M-10  
 Identity  
 G.M. E-3085  
 Mar 5

(Action  
completed.)

(Index.)

E.P. 9/3

E.P. 12/48

Next Paper

3115

30471 P.O.P

PUBLIC RECORD OFFICE

1
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2

Reference:-

FO 371/68536

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3105

E 61

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Cypher/OTP

DEPARTMENTAL.

FROM NEW YORK TO FOREIGN OFFICE.

(From United Kingdom Delegation to United Nations)

No. 802

D. 3.17 p.m. 6th March 1948

R. 8.34 p.m. 6th March 1948

6th March 1948.

IMMEDIATE.

SECRET.

Addressed to High Commissioner Jerusalem telegram No. 184 of March 6th repeated for information to Foreign Office (for Colonial Office) and Saving to Washington.

Following for Gurney from Fletcher Cooke.

[Begins].

Your telegram No. 581 repeated to Colonial Office No. 552.

As I mentioned in paragraph 6 of my letter of 16th February Bunche has made it clear to me on a number of occasions in the past that any members of the Commission's Secretariat who come to Palestine will not (repeat not) be able to take decisions even on the smallest points.

2. The functions of the advance party now in Palestine are confined, as Bunche has explained them to me, to making arrangements for the Commission's ultimate arrival in Palestine and to collecting information for communication to the Commission. As I understand the position they have no (repeat no) real power to discuss still less to take any decisions. Their instructions confine them to "exploratory talks" with a view to collecting information for the Commission. I appreciate and so does Bunche that this is hardly satisfactory but it is nevertheless the position.

3. I have put the specific question in paragraph 5 of your telegram unofficially to Bunche who was

/unable to give me.....

8 MAR 1948

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PUBLIC RECORD OFFICE

FO

371/68536

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62

2.

Please pass Immediate to Jerusalem and Colonial Office.

V V V

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Reference:-

**FO 371/68536**

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249

E

E 3118

63

PALESTINE

3 MAR 1948

Registry  
Number E3118/4/31

TELEGRAM FROM

No.

U.K. 21

Dated

New York

Received  
in Registry

794

6 Mar

8 -

Relating to the last report.  
 After New York tel 732 (E2953/24/21)  
 has been followed by a number of a  
 memorandum issued from Jerusalem under cover  
 of letter. When given of which was sent  
 to the UN and the UN has taken good  
 situation.

Last Paper.

3105

(Minutes.)

See E 3119

JB mes 8

References.

(Print.)

(How disposed of.)

8 Mathias CP

1 Herman Boboff

Scherr 4415

M13a

M104

Admty

AM on E3085

Mans

S.M. (Bent)  
 C.O.  
 Hayman Bay.  
 M.F.

me. 8

(Action  
completed.)

9 P. 1/20/3  
 7 C. 1/20/3

(Indk.)

2/12/48  
 2/12/48

Next Paper.

3119

30471 F.O.P.

PUBLIC RECORD OFFICE

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Reference:-  
**FO 371/68536**

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Cypher/OTP

DEPARTMENTAL

FROM NEW YORK TO FOREIGN OFFICE

(From United Kingdom Delegation to United Nations)

No. 794

D. 2.37 p.m. 6th March 1948

R. 8.09 p.m. 6th March 1948

3th March 1948

Repeated to Jerusalem

Washington (Saving)

IMMEDIATE

SECRET

Addressed to Foreign Office (for Colonial Office)  
telegram No. 794 of 6th March repeated for information to  
Jerusalem and saving to Washington.

Following received from F.O.

My telegram No. 752 repeated to Jerusalem No. 162 - essential  
food imports, Palestine.

My immediately following telegram contains the text of a  
memorandum just received from the Commission under cover of a  
letter in which the following points were made:

- (1) "The Commission after careful consideration has decided to request the Mandatory Power to agree to use the trading account of the Palestine administration for the purchase of imported food to meet the essential needs of Palestine for a period after the 15th May".
- (2) "For reasons set forth in the memorandum the Commission could not (repeat not) place reliance on the issue of import licences to private traders as the chief method of securing imports of essential foods after 15th May".
- (3) "It is earnestly requested that the Mandatory Power assist the Commission in the manner proposed in the memorandum".
- (4) "The Commission has no objection in principle to the issue of import licences in certain instances as an additional method of procurement but the Commission attaches great importance to the maintenance of a method of procurement which will enable it to be certain of essential minimum supplies".
- (5) "Commission has also taken note of the statement made in paragraph 2 of your telegram No. 954 that I.L.F.O. cereal allocations have been made only to 30th June 1948 and that any imports into Palestine additional to the current allocations would have to be offset against the allocations for the period starting 1st July 1948."

2. Grateful if earliest possible consideration could be given to this matter as Commission regard it as of great importance and have asked for an early reply.

Please pass immediate to Colonial Office and Immediate to Jerusalem as my telegram No. 181.

[Copies sent to Colonial Office and to Telegraph Section, Colonial Office for repetition to Jerusalem]

3118

13 MAR 1948

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FO 371/68536

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E

E 3119

1948

PALESTINE

3 MAR 1948

Registry Number E3119/4/31

TELEGRAM FROM

No.

UK Del

Dated

New York.

Received in Registry

795

11/10/48

8

Polish created food imports.

After New York tel 7944 (E3118/4/11)

Transmit text of memorandum on essential food imports. Pol has received from Commission and referred to in London ref.

Last Paper.

3118

References.

(Print.)

(How disposed of.)

8 Matheson-60  
 1 Sherman Col M  
 Scherr M15  
 M136  
 M104  
 Adair  
 AM

Mar 8.

MOF - 12

3, five mess  
 Bantay. 80  
 Longman 14 Mar 8.

(Action completed.)

10/11/48  
 10/11/48

(Index)

10/11/48  
 10/11/48

Next Paper.

3120

(Minutes.)

See E 3118 : both tels. also  
 copied to Co. (Mr Barton) and  
 Try. (Miss Longman)

We shall have to have  
 a further meeting with Co.  
 about this within a day or  
 two. (Mar 7.) JB

A meeting has now been  
 arranged for 11 am. Mar. 12  
 in Mr Gutch's room at the  
 Colonial Office. E.R. Dept.  
 will be represented.

The Commission only  
 ask for procurement until  
 "July 31 or such other  
 date

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date as may be agreed.  
But the financial cost of  
procurement even for this  
period would be considerable

If we intend to  
stick to our decision about  
turning over to private  
imports we shall have to  
issue permits very soon  
or Palestine will fall  
between two stools.

E.R. Dept.

M. J. Deans  
Mar. 11  
(DEITH)

I think we shall  
have to compromise. At any rate  
we would need Ministerial authority  
before turning the U.N. scheme down  
flat. This is a subject on which I  
feel sure there will be a good deal  
of comment.

K. Pridham  
7/3

See separate  
minute 10 Mar 15

In P.P. J. Gertel, P.O. & M. Beck 17741/75  
13/3

Tel. d-K reel  
New York 1188

Ratel, W. Yon 2068

3, on above one E 3156  
Mar 1945

E2640  
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66

Procurement of food for Palestine After May 15th.

An interdepartmental meeting was held on March 12th to consider New York telegrams Nos. 794 and 795 of March 6th, which reported the reaction of the United Nations Commission to the proposals contained in Foreign Office telegram No. 954 to New York. Briefly, the United Nations Commission raised objection to the immediate issue of licences for private importation of food to Palestine and asked H.M. Government to continue procurement after May 15th as being "the only satisfactory method of supplying certain controlled foods to Palestine during the few weeks immediately following the termination of the mandate".

The reason why H.M. Government have thought it essential to divest themselves of responsibility for procurement after May 15th is that, in the normal way, this carries with it a clear financial responsibility. Moreover, the United Nations Commission now ask that we should "extend the operations of the Government of Palestine Trading Account for the purchase of certain food supplies" until July 31st, or a date to be agreed. This wording suggests that we should be financing the operation.

The attached draft telegram has been prepared as a result of the interdepartmental meeting in an attempt to reconcile the two conflicting interests:-

- (a) to avoid unnecessary financial implication after May 15th;
- (b) to avoid the appearance of non-cooperation with the Commission and responsibility for any eventual breakdown in food supplies.

I think the telegram represents a reasonable compromise. The meeting had intended to agree to procurement on an agency basis until July 31st, but the Ministry of Food have insisted on stopping on June 30th, the terminal date for I.E.F.C. allocation.

The policy recommended by the Overseas Negotiation Committee in this matter and accepted by the Cabinet will be found in paragraph 51 of E.P.C. (48) 7. It seems to me that the present telegram is exactly in line with the policy laid down in this paper.

E.R. DEPT.

*D. S. BEITH*  
BEITH

15th March, 1948.

*17.3*

*16.3*

*17.3*

*16.3*

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E 3149

67

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Cypher/OTP

CONFIDENTIAL.

FROM NEW YORK TO FOREIGN OFFICE.

(From United Kingdom Delegation to United Nations)

No. 795

D. 2.55 p.m. 6th March 1948

R. 9.05 p.m. 6th March 1948

6th March 1948.

Repeated to Jerusalem  
Washington Saving.

IMMEDIATE.  
SECRET.

Addressed to Foreign Office (for Colonial Office)  
telegram No. 795 of March 6th repeated for information  
to Jerusalem and Saving to Washington.

My immediately preceding telegram.

Following is text of Commission's memorandum on  
essential food imports Palestine.

[Begins].

"The United Nations Palestine Commission requests the Mandatory Power to agree in principle to extend the operations of the Government of Palestine trading account for the purchase of certain food supplies to cover the period to July 31st or such other date as may be agreed between the Commission and the Mandatory Power. The Commission after a careful consideration of the problem concludes that this is the only satisfactory method of supplying certain controlled foods to Palestine during the few weeks immediately following the termination of the mandate. Consequently the cooperation of the Mandatory Power in this vital matter is earnestly sought. Further the Commission considers that the discharge of its onerous responsibilities will be assisted if during the first stages of its operation at least the existing machinery of food procurement could be maintained without great change. The reasons which prompt these decisions are as follows:-

(1) considering the import of essential food to Palestine as a continuous process which should not be broken by the transfer of authority on a given date it would be a normal operation to purchase immediately

/supplies which are needed.....

8 MAR 1948

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FO 371/68536					
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68

New York (U.S. Delegation) telegram No. 795 to  
Foreign Office.

2.

supplies which are needed in late May June and July. The Commission however owing to the decision of the Mandatory Power to relinquish authority in Palestine as a whole on a determined date will have no control over Palestine revenues before the termination of the mandate. The Commission therefore requests the Mandatory Power to make provision for the import of allocated foods for some period after that date since the Commission itself is virtually precluded from doing so.

(2) The alternative suggestion of the Mandatory Power to issue import licences to private importers leaving financial provision and other procurement arrangements to private traders should in the Commission's view be followed only as a last resort except in limited instances. Such a procedure would in the circumstances be too precarious since there is no guarantee that private importers would be able to obtain supplies in this manner especially since exchange difficulties have been increased by the recent exclusion of Palestine from the sterling area. Moreover even if certain imports were obtained in this manner the Commission would find itself deprived of the present means of control over distribution and might well be open to the charge that its policy was favourable to certain groups and disadvantageous to others.

(3) The Commission considers that in so vital a matter as the supply of essential foods it should as far as possible exercise control over supply and distribution. For this reason it is important that the present machinery of procurement continue in being at least until the Commission has had reasonable time to make alternative arrangements which cannot be made before the Commission is in Palestine.

(4) Unless the existing procurement machinery is employed to provide for the period immediately following 15th May the Commission fears that a gap will occur in the flow of food to Palestine and that in consequence of conditions over which it has no control the Commission will be faced with something approaching famine at the moment of its assumption of authority.

The Commission therefore requests the Mandatory Power

(A) to agree to operate the Palestine Government

/trading account for....

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69

3.

trading account for the purchase of essential foods  
required to supply consumption needs after 15th May  
and

(B) to assist in procurement.

If points (A) and (B) above are agreed upon it is further requested that negotiations be opened immediately between the Mandatary Power and the Commission to draw up a detailed agreement covering specific commodities. If the Commission's food expert who is at present in London studying the supply to Palestine of allocated foods will be able now or very shortly to provide the Commission with the information necessary to enable it to make specific proposals along these lines."

[Ends].

Please pass Immediate to Colonial Office and  
Immediate Jerusalem as my telegram No. 182.

[Copies sent to Colonial Office and Telegraph  
Section Colonial Office for repetition to Jerusalem].

V V V

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F 70

**INDEXED**

Cyprus (C.I.P.)

3119 4 71

ERICK PATENTING (C-7, Sir A. Chamberlain)

D. 15th March, 1964

21.23 hrs.

ENCLOSURE

Mo. 639 Secret

Agencies to the S. of S.  
Reported as Missing in Feb. 1982 (Birmingham Press  
Star) - N.Y. Fed. ex. H. 602

the 1990s, the number of people in the world who are illiterate has increased from 1.2 billion to 1.5 billion. The number of illiterate people in the world is expected to reach 1.7 billion by the year 2015. The number of illiterate people in the world is expected to reach 1.7 billion by the year 2015.

the 1990s, the number of people in the world who are undernourished has declined from 760 million to 600 million. The number of people who are malnourished has declined from 1.1 billion to 800 million. The number of people who are obese has increased from 100 million to 300 million. The number of people who are overweight has increased from 100 million to 300 million. The number of people who are obese and overweight has increased from 100 million to 300 million. The number of people who are obese and overweight has increased from 100 million to 300 million.

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RECEIVED  
10 MAR 1953  
SENT TO DEPT.

might become available.

6. This Government will do anything possible to assist within the above limitations.

7. But if H.M.G. or United Nations cannot make available necessary finance or if United Nations Committee are not (repeat not) prepared to accept responsibility subject to security limitations, immediate action must be given me, in order that commercial channels may have opportunity to place order now for as much as possible supplies enumerated in paragraph 8. We are already at the eleventh hour in this respect. In that event, I would arrange for import licenses to be issued to us. I must make it clear, however, that demands would have to be made on the East or the land for additional fuel, arms and further releases of shipping would be totally beyond what has already been agreed.

Copies sent to:

Foreign Office  
Ministry of Food  
Treasury

1990). The authors also found that the effect of the type of information on the choice of the type of information was significant. The effect of the type of information on the choice of the type of information was significant. The effect of the type of information on the choice of the type of information was significant.

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# OUTWARD TELEGRAM

FROM THE SECRETARY OF STATE FOR THE COLONIES

17741/35/48

Cypher (O.T.P.)

TO PALESTINE (Gen. Sir A. Cunningham)

Sent 9th March, 1948. 18.30 hrs.

INDEXED

## IMMEDIATE

No. 931 Secret.

Reference UKDFL Nos. 794 and 795 to Foreign Office repeated to you Nos. 901 and 902 respectively.

Essential food imports.

I should be grateful for your views on Commissions proposals and particularly upon the financial implications.

Copies sent to:-

Foreign Office  
Ministry of Food  
Treasury

- Mr. Beves.
- Mr. Oake
- Mr. Russell-Edmonds.
- Mr. H.R. Apperley.

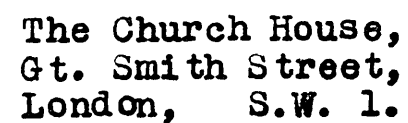
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PUBLIC RECORD OFFICE

FO 371/68536

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March 13, 1948.

**Your Reference .....**

INDEXED

Dear Beith:

I enclose the draft of a telegram to the United Kingdom Delegation in New York on the arrangements for food supplies to Palestine. As agreed at the meeting, the terms of this telegram are subject to endorsement by higher authority in our respective departments.

2. You will note that the date 30th June has been substituted for 31st July: this has been done at the request of the Ministry of Food. They would very much prefer the former date, since to extend the arrangement proposed beyond the current I.E.F.C. allocation period for cereals would cause complications which they are anxious to avoid, if possible.

Yours sincerely,

Ishu Guroh

(J. Gutch)

J. G. S. BEITH, ESQ.

[illegible]



Copy to Mr. J.G.S. Beith, Eastern Department, Foreign Office

17th March, 1948.

Dear Barton,

I confirm our agreement which I telephoned to you yesterday to the draft telegram regarding proposed arrangements for food to Palestine, which was sent with Gutch's letter No. 17741/35 dated 13th March, 1948. It is understood that the financial obligation which would have to be undertaken by the United Nations Commission would, of course, include arrangements for the provision of any necessary hard currency.

You also asked me to comment on the quantities and cost of commodities given in paragraph 2 of telegram No. 639 from the High Commissioner. This paragraph relates to estimates for 2½ months from the 15th of May, whilst the period proposed in the telegram to which we have agreed is from the 15th of May to the 30th of June only. However, my comments on the details are as follows:

Wheat flour: In view of the balance of the I.E.F.C. allocation up to the 30th of June which is still to be supplied, the quantity of 32,500 tons is considered reasonable.

Sugar: On the basis of present arrangements the proposed quantity of 6,250 tons represents 3 months' supply and not 2½ months. Since the price of sugar is being raised from the 1st of April, the value should read £252,000.

Rice: Since none of the I.E.F.C. allocation of 5,000 tons from Egypt up to 30th June has been obtained, the suggested amount of 2,000 tons for a 2½ months' period is considered reasonable, but it should be pointed out that there is no chance whatsoever of obtaining this under the existing I.E.F.C. allocation.

/Cottonseed

G.J.J.T. Barton, Esq.,  
Colonial Officer,  
Dover House,  
Whitehall, S.W.1.

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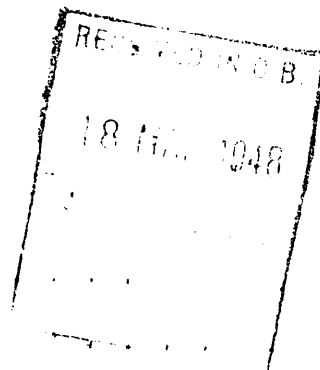
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I am sending a copy of this letter to Beith of the Foreign Office.

L. F. Hancock



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*Reference:-*

**FO 371/68536**

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# CYPHER 74

GIANT  
IMMEDIATE OUT FILE  
SECRET

TELEGRAM

IMMEDIATE  
SECRET

United Kingdom  
Delegation,  
New York.  
No. 1188 ~~late~~  
Mar 17 ~~brief No.~~

Report to  
H.C. Palestine ✓

No.

~~to~~ Washington

~~brief~~ No.

Cypher  
World org.

today

Add. to UNO. N. York No. 1188 of Mar 17  
Rep. for info. to Jerusalem & Washon.

Your telegrams 794 and 795 [of  
Mar 6: food for Palestine]  
Please inform Commission that

up to the 15th May next His Majesty's  
Government will continue the present  
procurement of food supplies; and  
that for the period 15th May to  
30th June next (the end of the  
current I. E. E. allocation period  
for cereals):-

1. His Majesty's Government are  
prepared to arrange the procurement,  
on an agreed basis, of supplies  
which they at present undertake  
I. E. Cereals, sugar, and some oils  
/and

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and fats, subject to the following financial considerations:-

- (a) that the Palestine Government is unable to advance money to finance these operations; and
- (b) the financial obligation during the period 15th May-<sup>30th June</sup>~~30th July~~ next will be undertaken by the United Nations Commission, possibly through the Export - Import Bank ~~International Bank~~, Commercial <sup>such</sup> loans or other similar arrangements as may be suitable to the Commission.

2. His Majesty's Government considers that, in any event, the situation in Palestine demands that immediate steps should be taken to supplement the <sup>procurement</sup>~~procurement~~ under para. 1 above by the issue of import licences to private traders in Palestine, the overall supplies procured by <sup>this</sup>~~these~~ means being set-off against the programme of the supplies in question.
3. Whilst noting the <sup>with</sup>~~Commission's~~ Commission's objections to private importation as likely to weaken the

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central control of supplies and  
distribution, His Majesty's Government  
have, in the present circumstances,  
authorized the High Commissioner to  
allow private importation, at his  
discretion, forthwith.

GP  
Hart

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76  
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Cypher/GTP

WORLD ORGANISATION DISTRIBUTION

FROM FOREIGN OFFICE TO NEW YORK

(To United Kingdom Delegation to the United Nations)

No. 1188.

D: 9.15.p.m. March 17th, 1948.

March 17th, 1948.

Repeated to Washington No. 3068,  
High Commissioner Palestine.

IMMEDIATE

SECRET.

GIANT.

Addressed to United Kingdom Delegation New York No. 1188 of March 17th, repeated for information to Washington and Jerusalem.

Your telegrams Nos. 794 and 795 [of March 6th: food for Palestine].

Please inform Commission that up to the 15th May next His Majesty's Government will continue the present procurement of food supplies; and that for the period 15th May to 30th June next (the end of the current I.E.F.C. allocation period for cereals):-

1. His Majesty's Government are prepared to arrange the procurement, on an agency basis, of supplies which they at present undertake i.e. cereals, sugar, and some oils and fats, subject to the following financial considerations:-

(a) that the Palestine Government is unable to advance money to finance these operations; and

(b) the financial obligation during the period 15th May - 30th June next will be undertaken by the United Nations Commission, possibly through the Export-Import Bank, commercial loans or such other similar arrangements as may be suitable to the Commission.

2. His Majesty's Government consider that, in any event, the situation in Palestine demands that immediate steps should be taken to supplement the procurement under paragraph 1 above by the issue of import licences to private traders in Palestine, the overall supplies procured by this means being set-off against the programme of the supplies in question.

3. Whilst noting the United Nations Commission's objections to private importation as likely to weaken the central control of supplies and distribution, His Majesty's Government have, in the urgent circumstances, authorized the High Commissioner to allow private importation, at his discretion, forthwith.

---OO---

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**OUTWARD TELEGRAM**

**FROM THE SECRETARY OF STATE FOR THE COLONIES**

17741/35/48

Cypher (O.T.P.)

2119 4 21

**TO PALESTINE** (Gen. Sir A. Cunningham)

Sent 18th March, 1948. 10.15 hrs.

**IMMEDIATE**

**INDEXED**

No. 1042 Secret.

Addressed to High Commissioner, Palestine.  
Repeated to U.K. Delegation, New York.

Reference your 639 Secret. Essential Food Imports.

See Foreign Office telegram 1188 to U.K. Delegation which, inter alia, says you have been authorized forthwith to allow private importation at your discretion, subject to these being set off against the programme of the supplies in question.

2. Please report the action taken and repeat the report to U.K. Delegation.

(Copies sent to Foreign Office for transmission to New York).

Copies sent to:-

Foreign Office	-	Mr. Beith.
Ministry of Food	-	Mr. Hancock.
Treasury	-	Mr. Russell-Edmunds.
	-	Mr. H.R. Apperley.

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FO 371/68536

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En Clair

WORLD ORGANISATION DISTRIBUTION

FROM NEW YORK TO FOREIGN OFFICE

(From United Kingdom Delegation to United Nations)

No. 799

D. 2.20 p.m. 6th March 1948

6th March 1948 R. 7.38 p.m. 6th March 1948

Repeated to Jerusalem  
Washington Saving

3120

8 MAR 1948

IMPORTANT  
GIANT

Addressed to Foreign Office telegram No. 799 March 6th  
repeated for information to Jerusalem and saving to Washington.

My telegram No. 785. 3077/5/10

Palestine.

On each of first five paragraphs of Belgian Resolution  
Belgium, Canada, China, France and Syria voted in favour.  
On concluding appeal paragraph Syria joined abstainers.

2. United States Resolution as amended in my telegram  
under reference.

Preamble: Argentina, Colombia and United Kingdom  
abstained.

Paragraph 1: Belgium, France, United States, Ukraine,  
U.S.S.R. voted in favour.

Paragraph 2(A): Argentina, China, Syria and United  
Kingdom abstained.

Paragraph 2(B) and 2(C): Argentina, Syria, United  
Kingdom, Ukraine and U.S.S.R. abstained.

Appeal: Argentina, Syria and United Kingdom abstained.

3. Adopted paragraphs of United States Resolution voted  
on as a whole: Argentina, Syria and United Kingdom abstained.

Please repeat to Jerusalem as my telegram No. 183.

[Copies sent to Telegram Section, Colonial Office  
for transmission to Jerusalem]

ccc

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252

E

E 3165

80

1948

PALESTINE

9 MAR 1948

Registry  
Number

E3165/4/31

TELEGRAM FROM

No.

4 H 201

Dated

New York

Received  
in Registry

808

8 Mar

9

Political Accounts Clearing Office in Cyprus.

For bank from Hilder's bank.

Have received copy of memorandum 15/7/48. re  
Political Accounts Clearing Office in Cyprus. The  
not yet been brought to the notice of the Commission  
but in view of Hilder's desire to get a reply not  
later than 15 March, should be grateful for early  
action on this, and for the matter  
should be raised with Commission.

Last Paper.

3120

(Minutes.)

JB Mar 9

References.

(Print.)

(How disposed of.)

8 Walker, C  
1 Herman Sub off  
Schen 211

M-J Pa

M04

Adm

AM

E. 3165

Mar 9

(Action  
completed.)

P. L. 9/3

(Index)

2/12/48

Next Paper.

3166

30471 F.O.P

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9 MAR 1948

9 MAR 1948

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E

E 3166

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1948

PALESTINE

9 MAR 348

Registry  
Number

E3166/4/31

TELEGRAM FROM

No.

U.K. Del

Dated

New York

Received  
in Registry

8/7

8/10/48

9 -

Permanent Members Committee

Ref New York Tel 816 to permanent members  
delegation met in Gromyko's office 8 March and  
addressed Hurren. Approach by A. Lodgean with  
request to meet them at Lake Success after tomorrow  
Security Council meeting. From last of point they  
are to discuss.  
A. Lodgean to attend meeting or send reply waiting.

Last Paper.

3165

References.

(Minutes.)

Tel. sent by N.Y.

D. Balfour  
2/3

N.Y. 9/3

(Print.)

(How disposed of.)

4. Wathanas 8/1  
1. Sherman 8/10/48  
Scherr 8/15-  
M130  
M104  
Admty  
U.M.

Mar

Ref New York. 105-4  
9 Mar

8. As above E. 3166/4/31

(Action  
completed.)

J. E. 10/3

(Index.)

8/12/48

Next Paper.

3169

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Cypher/OTP

WORLD ORGANISATION DISTRIBUTION

FROM NEW YORK TO FOREIGN OFFICE.

(From United Kingdom Delegation to United Nations)

No. 817

8th March, 1948.

D: 8.48 p.m. 8th March, 1948

R: 2.13 a.m. 9th March, 1948.

Repeated to Jerusalem,  
Washington.

MOST IMMEDIATE.

GIANT.  
LIGHT  
SECRET.

3166

9 MAR 1948

Addressed to Foreign Office telegram No. 817 of March 8th. Repeated for information to Jerusalem and Washington.

My telegram No. 816.

Palestine.

The representatives of the United States, the U.S.S.R., China and France met this morning in Gromyko's office in New York and authorised Austin (I understand at his suggestion) to approach me with a request to meet them at Lake Success after tomorrow afternoon's meeting of the Security Council.

2. The points upon which they wish to consult me are:-

(A) Whether the present situation in Palestine constitutes a threat to international peace and security, and

(B) If not (repeat not) whether it is likely to constitute such a threat at the date of the termination of the Mandate.

3. Austin made it clear that he did not wish to embarrass me and said that if I wished to do so I could put in a written statement, although he expressed the hope that I would be able to attend the meeting.

4. I have heard from unofficial sources that this morning's meeting considered a provisional list of subjects which the Four Powers will have to discuss in due course. This list is as follows:-

- (1) The question of a threat to international peace and security.
- (2) The steps to be taken to set up provisional Councils.
- (3) Steps to be taken to set up the militias.
- (4) The question of an international security force.
- (5) Possible methods of conciliation.
- /(6) Whether the

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From New York to Foreign Office Telegram No.817.

-2-

84

(6) Whether the interested parties, i.e. the Jews and the Arabs, should be invited to attend these deliberations.

5. There is no (repeat no) suggestion that any point other than the threat to international peace and security will be raised at the meeting proposed for tomorrow. You will remember that the possibility of this point being raised and the action we should take if asked to express a view on it were referred to in paragraph 4 of my telegram No.682. In paragraph 3 of your telegram No.931 you expressed agreement with my proposal as to the manner in which we should deal with such a question, viz. That we should refuse to give an opinion but refer to our various factual statements on the situation and say that we prefer to be free to express our opinion on the point in the Council if and when it addresses itself to making the relevant determination under Article 39.

6. I should be grateful for most immediate reply by noon, March 9th (New York Time) as to whether you would wish me to attend meeting in person or to send reply in writing. In either case I assume that my reply should be as suggested above.

Foreign Office please pass Most Immediate to Jerusalem as my telegram No.188.

[Copies sent to Colonial Office for repetition to Jerusalem].

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Registry  
No. E

March, 1948.

85

~~Top Secret~~  
Secret.  
~~Confidential~~  
Restricted.  
Open.

HB

CYPHER

Despatched

M.

Draft.

MOST IMMEDIATE

SECRET  
GIANT

U.K. DELEGATION  
NEW YORK

Addressed to U.K. Delegation New York 1054.  
Telno. of  
Repeated to Washington  
Jerusalem

Telegram.

No. 1064.

(Date) March 9<sup>th</sup>

Repeat to:—

WASHINGTON 2706  
JERUSALEM

R.G.3.  
U.N. Political Dep.

H. Beley 9/13

~~Ex Clair.~~  
~~Code.~~  
Cypher.

Distribution:—

World Organisation

R.G.

Copies to:—

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Cypher/OTP  
E  
Secret.

WORLD ORGANISATION DISTRIBUTION

FROM FOREIGN OFFICE TO NEW YORK

(To United Kingdom Delegation to United Nations)

No.1054

9th March, 1948.

D. 1.28 p.m. 9th March, 1948.

Repeated to Washington No.2706.  
Jerusalem.

MOST IMMEDIATE  
SECRET  
GIANT

Addressed to UKDEL New York No.1054 of 9th March,  
repeated for information to Washington and Jerusalem.

Your telegram No.817.

I agree that you should take the line proposed in your paragraph 5, and I see no reason why you should not attend a meeting of the four delegations provided it is quite clear that you are attending in order to answer questions and not (repeat not) as a participant in their deliberations.

2. In view of the voting on the 5th March, the agenda reported in your paragraph 4 surprises me. I should have thought that the deletion of paragraphs 2(b) and 2(c) of the draft resolution would have precluded the 4 delegations from considering either the question of a threat to international peace and security or consultation with Jews and Arabs. Does this apparent inconsistency imply that the 4 delegations are claiming to act not under instructions from the Security Council but as an independent entity, and if so whence do they derive their authority? If there is in fact any such manoeuvre, it is more than ever important that you should not be implicated in it by offering any opinion as to whether or not there is in Palestine a threat to international peace and security.

QQQQ

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E

E 3169

87

1948

PALESTINE

9 MAR 1948

Registry Number E 3169/4/31

TELEGRAM FROM

No.

U.K. Rd

Dated

New York

Received in Registry

816

S. Mor

9

Four Power Committee,

After New York 61 786 (E 3169/4/31) Understood from  
 threat of action that at meetings meeting, Britain made  
 a further attempt (unsuccessful) to get Gromyko to agree  
 that permanent members of council should approach the  
 East and Arabs with a view to conciliation, Gromyko  
 on a list, Gromyko suggested they might be done.  
 Gromyko agreed but said others were free to go ahead  
 all French and Chinese prepare to meet tomorrow and write  
 back to the Committee, to coordinate representations.

(Minutes.)

D. B. L. p. 9/3

H. B. 13/3

Last Paper.

3166

References.

(Print.)

(How disposed of.)

S. W. L. 60  
 Sherman 84/4  
 Scher 1115

1113a

1104

Admty

Q.M.

Mar 10<sup>u</sup>

(Action completed.)

J. E. 11/13

(Index)

2/12/48

Next Paper.

3176

30471 F.O.P.

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Cypher/OTP

WORLD ORGANISATION DISTRIBUTION.

FROM NEW YORK TO FOREIGN OFFICE.

(From United Kingdom Delegation to United Nations)

No. 816

D. 8.40 p.m. 8th March 1948

R. 2.15 a.m. 9th March 1948

8th March 1948.

Repeated to Washington  
Jerusalem.

IMPORTANT.

GIANT.

SECRET.

Addressed to Foreign Office telegram No. 816 of  
March 8th repeated for information to Washington and  
Jerusalem.

My telegram No. 786.

Palestine.

I understand from French Delegation that at this morning's Four-Power meeting Senator Austin made a further unsuccessful attempt to get Gromyko to agree that permanent members of Council should approach the Jews and Arabs with a view to conciliation. Lines on which Austin suggested this might be done were

(a) immigration of 100,000 Jews within two years, number to diminish thereafter;

(b) a cantonal system of Government for Palestine, but

(c) separate representation of Jews and Arabs in the United Nations.

2. Gromyko remained obdurate against any consultation of Jews and Arabs by the Four Powers but observed that others were free to go ahead if they wished. Accordingly United States, French and Chinese representatives propose to meet tomorrow and to invite Arab Higher Committee to nominate a representative for consultations.

3. Member of French Delegation who gave us the above information remarked that their main interests in Palestine question were to keep the Russians out of the Middle East and to prevent the Arabs scoring such a

/triumph as would .....

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triumph as would [? gp.omitted] them difficult to deal with in North Africa. He expressed readiness to do anything possible to help and will keep us informed of further conversations among permanent members of the Council.

[Copy sent to Telegraph Section Colonial Office for repetition to Jerusalem].

V V V

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Class...371.....  
Piece...68536.....

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E

3186

90

1948

PALESTINE

MAR 348

Registry Number E3186/4/51

FROM

T.M. Kroubick

No.

B.M.E.O.

Dated

31/23/3

Received in Registry

4. Mar

10 -

Defense of Arabs, during and after withdrawal from Palestine.  
 After B.M.E.O. of 11/39 of Jan 19 (E1297/4/21),  
 AZZAM has been informed that it was not possible  
 to obtain a copy of the Arab League in Syria.  
 Enclosed copy of letter from AZZAM to Baghdad  
 stating in which he takes much the same line  
 as defense of Arabs. He also has specific questions  
 regarding the use of next person of Arab League  
 Council 20 March.

Last Paper.

3176

(Minutes.)

D. Balfour  
10/3

References.

Draft submitted

H.B. Bailey  
11/3

(Print.)

(How disposed of.)

To B.M.E.O.

Baino

228 18/3

8, 10. (with copy)

Mar 24

9. B.M.E.O. No 45.

(Rel. 228) April 8

(Action completed.)

P.L. 25/1

(Index)

P.L. 25/1

Next Paper

(4208)

3187

26513 F.O.P.

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Reference:-

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Nothing to be Written in this Margin.

Minutes.

Eastern Department.

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I have some doubts about the two passages in this draft which I have marked. I know that I have been away and may not therefore be cognisant of the very latest developments. I know also that we are drawing some pretty fine lines. But I do recollect statements which we sent for Sir A. Cadogan to make, and I think I read in the Times statements by the Attorney-General in the House of Commons which indicated that the United Nations Commission would become the Government of Palestine when the Mandate ended, whether de facto or de jure did not matter, and that we recognise the United Nations Commission as being the authority sufficient of a government of Palestine for us to hand over the assets of that Government to it.

I find the above rather difficult to reconcile with the sentences in your draft which I have queried.

*W.B. Beckett*  
15th March, 1948.

The passages in the draft to which Mr. Beckett's minute refers were inserted in order to prevent B.M.E.O. from communicating to the Arab League a statement which in my view would be inconsistent with our official interpretation of what will happen on the 15th May.

This interpretation, which had previously been stated by the U.K. Delegation in the *Ad Hoc* Committee on Palestine last Autumn, is also to be found in para. 2 of our telegram to New York No. 401, containing a brief for the U.K. Delegation to use in answering questions put to them by the United Nations Palestine Commission. In this form, which was approved by Mr. Evans, it reads as follows:-

"We think it important that care should be taken, in drafting your answers to the Commission, to avoid phrases implying that the authority now exercised in Palestine by the Mandatory Power or the Palestine

administration/...

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*Minutes.*

Administration will on the 15th May be transferred to the United Nations Commission. What will happen on that date is that the Mandate, and all authority exercised by virtue of or in connexion with it, will come to an end. Such authority as the United Nations Commission claims or exercises thereafter will derive from the resolution adopted by the General Assembly on the 29th November, 1947, and not from the Mandate or by succession from the Mandatory Power or the Palestine Administration."

Mr. Beckett's memory concerning another statement which we have made to the United Nations Commission is perfectly accurate (it will be found in E 1818 attached). But I do not think the statement that "after the 15th May a United Nations Commission will be the Government of Palestine" implies that it will have become so by virtue of an act of His Majesty's Government transferring to it the administration of Palestine. It is surely quite consistent for us to say:-

- (a) That the United Nations Commission derives its authority from the Assembly's resolution of the 29th November and not by succession from the Mandatory Power; and
- (b) That the Commission, if it establishes its authority, will in fact be the Government of Palestine.

*H. Bealey*

(H. BEELEY)  
16th March, 1948.

*Mr. Beckett's note*

*Mr. Beckett's note*

*16.3*  
*Yes but the draft was very hazy & least misleading. However I think an amendment of the draft will meet the point*  
*W.B. 12/3*

Nothing to be Written in this Margin.

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31/23/3.

BRITISH MIDDLE EAST OFFICE,  
10 SHARIA TOLUBAT,  
CAIRO.

IMPORTANT.

4th March, 1948.

Sir,

In my telegram No. 39 of the 29th January I reported a request made by Azzam Pasha for the stationing of Arab Legion units in Jaffa to guard against the possibility of a Jewish coup de main. As a result of information received from H.M. High Commissioner in Palestine Brigadier Clayton informed Azzam Pasha on the 18th February that it was not possible to station such units in Jaffa. They were employed in a purely defensive rôle as guards on stores etc. There were, however, two companies of British troops stationed in Jaffa which should allay the fears of the inhabitants of the town.

2. I now have the honour to transmit a copy of a letter addressed by Azzam Pasha to Brigadier Clayton, which I have opened in his absence, referring to this correspondence. In his letter, Azzam Pasha takes much the same line as he took with me in the conversation reported in my savingram No. 12 of the 25th February, and he concludes by asking for information on (a) the measures which H.M.G. have in mind to enable the Arabs to defend themselves during and after the withdrawal of the British forces, and (b) our plans of withdrawal and handing over the administration of the country to the Arabs. He requires this information in order to submit it to the next session of the Arab League Council which will open, according to the press, on the 20th March.

3. The tone of this communication is, as you will see, somewhat hectoring, and it is conceivable that its object may be to elicit a reply which could be used to justify either the further infiltration of Arab irregulars into Palestine or even the occupation of either the Arab part or the whole of Palestine by regular Arab forces, a matter which is at present exercising the minds of the Iraqi leaders, as shown for example in Baghdad telegram No. 232 of the 1st March.

4. Be that as it may, I would suggest that the best plan would be to ignore the charges levelled against H.M.G. for exposing the Arab population to Jewish terrorism and to reply to the letter on the basis of the material contained in the documents presented by Sir A. Cadogan to the U.N. Palestine Commission in New York, which were referred to in your telegram to Cairo No. 307 of the 25th February. Thus, the reply to Azzam Pasha's first point could be that the Government of Palestine has been taking steps to allow both the Arab and Jewish communities to defend themselves and to this end is assisting in the establishment of civil guard forces in the form of municipal and local police in Arab towns and villages. Arab municipal police are being raised in purely Arab areas on the basis of 50% temporary additional constables and 50% special constables provided by the municipalities and local councils concerned. They operate under the direct control of the regular police formations in their respective police districts, and are being formed with the object of assisting the regular police in maintaining law and order now and of remaining after the termination of the mandate as an organisation capable of enforcing order and, if necessary, of defending towns and villages against attack. Arms are provided by the Palestine Government for half of each force, the balance being found by the municipality or local council.

5./

The Right Honourable Ernest Bevin, M.P.,  
His Majesty's Principal Secretary of State for Foreign Affairs,  
Foreign Office, S.W.1.

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BRITISH MIDDLE EAST OFFICE,  
10 SHARIA TOLUBAT,  
CAIRO.

- 2 -

5. As regards the second point I note that P(NY)4 is not to be used in any communication to an Arab government and I should be grateful for guidance as to what can be said on the subject of our plans for withdrawal.

6. As regards the point about our plans for handing over the administration of the country to the Arabs, I think it would be well to remind Azzam Pasha that it is our intention on the termination of the mandate to hand over the administration of the country to the U.N. Palestine Commission. It might however be added that the Palestine Government is preparing legislation with the object of giving wider powers to local authorities before the mandate ends. In order to enable the local authorities to meet the cost of these transferred services it is proposed to empower them to collect and disburse the Urban Property Tax with effect from the 1st April 1948.

7. In view of the likelihood of the Arab League Council holding a further meeting in less than three weeks' time, I should be grateful for your instructions by telegraph.

8. I am sending a copy of this despatch and enclosures to H.M. High Commissioner in Palestine, whose views I should also welcome, and also to H.M. Ambassador at Baghdad for the information of Brigadier Clayton.

I have the honour to be  
with the highest respect,  
Sir,  
Your most obedient, humble Servant,

*McDonough*

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C O P Y.

94

LIGUE DES ETATS ARABES

Secrétariat Général

Le Caire 28th February 1948.

Dear Brigadier Clayton,

Thanks very much for your letter of the 16th regarding the situation in Jaffa, which we had already discussed. As a matter of fact, it has become clear to the League's Political Committee when examining the present situation in Palestine that the facilities given by the British Government to the Jews, both before and after the war, have helped them to form their Haganah force and another terrorist army, while no assistance of any kind has been extended to the Arabs to help them defend their towns and villages or form an armed force to undertake such defence. On the contrary, the British Government, as you know, has completely disarmed the Arabs during the period 1936-39.

You will thus agree with me that this attitude of the British Government has virtually exposed the defenceless Arabs to the wiles and horrors of the Jewish terrorists. We believe that they are morally responsible for the defenceless state of the Arab population in face of Zionist organised terrorism and the Jewish army, and I would indeed highly appreciate information regarding the measures the British Government are contemplating to take to enable the Arabs to defend themselves during and after the withdrawal of the British forces, together with any other information about the British Government's plans of withdrawal and their handing over the administration of the country to the Arabs. Such information will be submitted to the Arab League Council at its next session.

with kind regards,

Yours sincerely,

(Sgd) Abdul Rahman Azzam

Brigadier I. N. Clayton,  
British Middle East Office,  
10 Sharia Tolumbat,  
Garden City,  
Cairo.

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31/23/3.

16th February, 1948.

SECRET & PERSONAL.

You mentioned to me the other day the fears entertained by the people of Jaffa that the Jews were contemplating a coup against Jaffa, and asked me if some troops of the Arab Legion could not be sent there to give re-assurance to the inhabitants.

I am informed that it is not possible to station Arab Legion units in Jaffa. These are employed in a purely defensive rôle as guards on stores &c. There are, however, two companies of British troops stationed in Jaffa which should allay the fears of the inhabitants of the town.

(Sgd) I. N. Clayton.

His Excellency  
Abdurrahman Pasha Azzam,  
Arab League Headquarters,  
Sharia Yusuf el-Guindi,  
CAIRO.

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H. B.

Draft.

B. M. E. O.

Telegram.

No. 228

(Date) MARCH 18

Repeat to:—

Jerusalem

Legal Adviser

C.O. concv.

Er. Clair.  
Code.  
Cypher.

Distribution:—

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despatch  
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CYPHER

Despatched

M.

IMPORTANT  
SECRET

Addressed to British Middle East Office  
No. 228 of March 18<sup>th</sup>. Repeated for  
information to Jerusalem.

Your letter of the 4th March. [concerning  
Azzam's enquiries about our policy in Palestine.]

Subject to any factual amendment suggested  
by Jerusalem, I agree to the answer proposed  
in your paragraph 4.

2. Your paragraphs 5 and 6. I do not  
think it necessary to assume that, in speaking  
of plans of withdrawal, Azzam is referring to  
military plans, and you could perhaps avoid  
giving any specific answer on this point. [As  
for the transfer of administration, it is not  
(repeat not) our view that we shall in any  
juridical sense be handing over the administration  
of Palestine to the United Nations Commission on  
the 15th May. All we shall do is to terminate  
the mandate. If the United Nations in fact  
succeed us as the supreme authority in Palestine,  
they will do so by virtue of the Assembly  
resolution and not by formal transfer or  
succession from H.M.G. In replying to Azzam's  
suggestion that the administration of the  
country should be handed over to the Arabs, you  
should point out that, although we have declined  
to participate in implementing the Assembly's  
proposals/

NOTHING TO BE WRITTEN IN THIS MARGIN.

(33854) W11490/147 100,000 0/47 A.S.E.W.Ltd. Cp.685

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Though we  
may hand over  
the <sup>power</sup> presents to  
the latter;  
we do not  
hand over  
authority;  
we simply  
relinquish it.

**NOTHING TO BE WRITTEN IN THIS MARGIN.**

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97  
END.  
[This telegram is of particular secrecy and should be retained by the authorised recipient and not passed on].

Cypher/OTP  
E3186/4/31  
Secret

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FROM FOREIGN OFFICE TO BRITISH MIDDLE EAST OFFICE,  
CAIRO

No. 228. D. 2.40 p.m. 18th March, 1948.

18th March, 1948.

Repeated to: Jerusalem.

IMPORTANT  
SECRET

Addressed to British Middle East Office, Cairo.  
telegram No. 228 of March 18th. repeated for information to Jerusalem.

Your despatch No. 51/25/3 of the 4th March [Azzam's enquiries about British policy in Palestine.]

Subject to any factual amendment suggested by Jerusalem, I agree to the answer proposed in your paragraph 4.

2. Your paragraphs 5 and 6. I do not think it necessary to assume that, in speaking of plans of withdrawal, Azzam is referring to military plans, and you could perhaps avoid giving any specific answer on this point. If the United Nations in fact succeed us as the supreme authority in Palestine, they will do so by virtue of the Assembly resolution and not by formal transfer or succession from His Majesty's Government. In replying to Azzam's suggestion that the administration of the country should be handed over to the Arabs, you should point out that, although we have declined to participate in implementing the Assembly's proposals, we have also declared that we shall not obstruct their implementation by others. We cannot consistently with these two principles hand over authority in Palestine to the Arabs or to any other successor (including, for the reason given above, the United Nations Commission itself. Though we may hand over the Government assets to the latter, we do not hand over authority; we simply relinquish it.) You could add, as you suggest, that the Palestine Government is nevertheless preparing to give wider powers to local authorities as a precautionary measure, in view of the danger that there may be no effective central authority after our departure.

[Copy sent to Middle East Secretariat].

ZZZ

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